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Canada. Parliament. House of  
Commons. Special Committee on  
the Civil Service Act, 1921.

Special Committee on Bill  
no. 122.

Canada. Parliament. House of  
Commons. Special Committee on the  
Civil Service Act, 1921.

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SPECIAL COMMITTEE

ON

Bill No. 122

An Act To Amend The Civil  
Service Act, 1918

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MINUTES OF PROCEEDINGS AND EVIDENCE

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No. 1—Wednesday, May 4, and Friday, May 6, 1921

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List of Members of Committee and Orders of Reference.

Report of sub-Committee to consider nature and extent of information to be obtained from Civil Service Commission and from various departments.

Mr. Newcombe's (deputy-minister, Justice Dept.) statement.





## ORDERS OF REFERENCE

HOUSE OF COMMONS,  
OTTAWA, April 29, 1921.

*Resolved.* That a Special Committee be appointed to consider Bill No. 122, an Act to amend the Civil Service Act, 1918, with power to send for persons, papers and records, and to report from time to time, and that such committee consist of Messrs. Spinney, Charters, Scott, Currie, Griesbach, Thompson (Yukon), Calder, Argue, Cruise, Gauthier, Euler, Ethier, Denis, Chisholm, Déchène, Kennedy (Glengarry and Stormont), and Johnston; and that Rule 11 in relation thereto be suspended.

*Attest*

W. B. NORTHRUP,  
*Clerk of the House.*

MONDAY, May 2, 1921.

*Ordered.* That the Bill No. 122, an Act to amend the Civil Service Act, 1918, be referred to the said committee.

*Attest*

W. B. NORTHRUP,  
*Clerk of the House.*

FRIDAY, May 6, 1921.

*Ordered.* That the said committee be granted leave to sit while the House is in Session, and that the quorum be reduced to five members.

*Attest*

W. B. NORTHRUP,  
*Clerk of the House.*

MONDAY, May 9, 1921.

*Ordered.* That the said committee be authorized to have their minutes of proceedings and evidence printed from day to day for the use of the Members of the Committee, and that Rule 74, relating thereto, be suspended.

*Attest*

W. B. NORTHRUP,  
*Clerk of the House.*



SPECIAL COMMITTEE ON BILL No. 122. TO AMEND THE CIVIL  
SERVICE ACT, 1918

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MINUTES OF PROCEEDINGS

HOUSE OF COMMONS,

WEDNESDAY, May 4, 1921.

The committee met at 11.30 o'clock a.m.

Present:—Messieurs Argue, Calder, Charters, Currie, Déchène, Ethier, Gauthier, Griesbach, Johnston, Kennedy (Glengarry), Scott, and Spinney.

On motion of Mr. Griesbach, Hon. Mr. Spinney was appointed chairman.

On motion of Mr. Scott, Hon. Mr. Calder was appointed vice-chairman.

The Order of Reference was read by the chairman.

After discussion as to the best method of procedure, it was moved by Mr. Calder, seconded by Mr. Scott, and

Resolved, that a sub-committee composed of Messrs. Calder, Currie, Déchène, Gauthier, Griesbach, and Johnston be appointed to consider the nature and extent of the information which should be obtained from the Civil Service Commission and from the various departments of the service, and to report their findings to the main committee at its next sitting.

On motion of Mr. Currie, it was

Resolved, that three deputy ministers and one Civil Service commissioner, to be selected by the chairman, be requested to attend the committee at its next sitting for the purpose of giving evidence on matters pertaining to their respective departments.

On motion of Mr. Currie, seconded by Mr. Ethier, it was

Resolved, that the committee do recommend to the House that the quorum be reduced to five members and that the committee have leave to sit while the House is in session.

The committee adjourned at one o'clock until Friday next, 6th instant, at eleven o'clock a.m.

E. K. SPINNEY,

*Chairman.*



**SPECIAL COMMITTEE ON BILL No. 122. TO AMEND THE CIVIL  
SERVICE ACT, 1918**

HOUSE OF COMMONS

COMMITTEE ROOM,

FRIDAY, May 6, 1921

The committee met at 11 o'clock a.m. Present: Messieurs Spinney (in the chair), Argue, Calder, Charters, Chisholm, Déchène, Euler, Gauthier, Griesbach, Johnston, and Thompson (Yukon)—11.

Messieurs Newcombe, Cory and Johnston were in attendance; also, Mr. Roche, chairman, and Mr. Foran, secretary, Civil Service Commission.

The minutes of last meeting were read and confirmed.

Mr. Calder, from the sub-committee appointed to consider the nature and extent of the information which should be obtained from the Civil Service Commission and from the various departments of the service, submitted the following report, which was read:

**Report of the Sub-Committee appointed by the Special Committee on Bill No. 122, to amend the Civil Service Act, 1918,—to consider the nature and extent of the information which should be obtained from the Civil Service Commission and from the various departments.**

*Information from Civil Service Commission*

1. Complete list of present staff of Commission with brief statement as to the duties of chief officers and classification of all.

2. Total staff and total salaries for each of last four years together with estimate for 1921-22.

3. Total other expenditures for each of last four years—classified as far as practicable.

4. Detailed particulars as to steps taken to fill 20 vacancies—10 of these to be selected by the Commission and two each by the following deputy-ministers: Public Works, Interior, Post Office, Agriculture, and Trade and Commerce.

5. Detailed particulars as to steps taken in making 10 promotions—5 of these to be selected by the Commission and one each by the deputy-ministers named in preceding paragraph.

6. Complete set of examination papers, or such as are readily available.

7. Complete list of all Boards appointed in 1920-21 to assist Commission in making appointments or promotions, giving names of members of each board, their address and summary of fees and expenses paid each board.

8. Detailed statement as to procedure adopted in making appointments of the following classes:—

(a) Day workers and manual labourers.

(b) Part time employees.

(c) Seasonal employees.

(d) Country postmasters.

(e) Clerical officers in Great Britain and United States.

9. Total number of new appointments to public service during each of last three years, indicating number of returned men appointed each year; also the number of these appointments that have been made permanent, separating returned men from the others.

*Information to be obtained from Deputy-Ministers*

1. Complete list of all appointments 1920-21, showing date of application, date of appointment and average length of time to have appointments made.

2. Statement giving examples of unusual delays in making appointments and the effect, if any, in each case on the administration of public business.

3. A complete list of all promotions in 1920-21, distinguishing those made as a result of written examinations held by the Commission.

4. A statement indicating which part, if any, the deputy-head of the department takes in making promotions.

5. A statement showing increase in departmental staff due to the operations of the Commission.

6. A list showing the classification of all positions in the department and the range of salaries for each class.

7. A comparative statement showing a typical selected list of 100 employees, their classification and salaries for the years 1916-17 and 1920-21.

8. List of appointments made by the Commission that proved unsatisfactory, giving reasons.

On motion of Mr. Griesbach, the said report was adopted.

On motion of Mr. Griesbach, it was

Resolved, that each member of the committee be supplied with a copy of the foregoing report before the next meeting.

On motion of Mr. Griesbach, it was

Resolved, that each member of the committee be supplied with a copy of the Act respecting the Civil Service Act, 1918, and amendments thereto, as well as with a copy of Bill No. 122.

On motion of Mr. Calder, it was

Resolved, that the correspondence now in the hands of the committee be submitted to the sub-committee for examination and report.

Mr. E. L. Newcombe, deputy-minister, Justice Department, was called, sworn and examined by several members of the committee.

Witness retired.

At 1 o'clock the committee adjourned until Monday next, at 11 o'clock, a.m., Mr. Cory, deputy-minister, Interior Department, to be then called and examined.

E. K. SPINNEY,  
*Chairman.*



## MINUTES OF EVIDENCE

COMMITTEE ROOM 375,

FRIDAY, May 6th, 1921.

The Special Committee appointed to consider Bill No. 122, an Act to amend the Civil Service Act, 1918, met at 11 o'clock a.m., May 6th, 1921, the Hon. Mr. Spinney presiding.

Mr. EDMUND L. NEWCOMBE, C.M.G., K.C., Deputy Minister of Justice, sworn.

*By the Chairman:*

Q. Mr. Newcombe, the object of this committee is to get a report in regard first to the method of appointments in your department, also in regard to the method of promotions as adopted under the Civil Service Act. Would you give us your views on those points?—A. Well, of course, the procedure with regard to appointments and promotions I suppose could be better stated by the Civil Service Commission, by whom those things are regulated. My department, you see, is a rather small one. It is a professional department so far as the main body of it is concerned. We administer the department properly speaking as regards what might be called the appropriate functions of the Minister of Justice, of the Attorney General, the advising of the Government and the different departments upon legal questions which arise, the conduct of litigation in which the Government is concerned. Then there are staffs connected with the Supreme Court and Exchequer Court, clerical and administrative staffs which are under my department, and also we have what is known as the clemency branch, where applications of prisoners for pardons, remission of parole are concerned. Those are in a general way the services which are carried on at headquarters. Then in the Outside Service now our administration is confined to penitentiaries. We have a penitentiary at Dorchester; at St. Vincent de Paul, near Montreal; at Kingston, Manitoba, Saskatchewan, and British Columbia. Those institutions, by the recent legislation, were brought under the Civil Service Act, so that in all this comprehensive service which I have described it is necessary under present dispensation to look to the Civil Service Commission not only for appointments but for promotions, transfers, authority to fix and increase salaries; everything practically connected with the staff except the mere direction of service, and each officer is put in his own compartment by the classification, assigned certain fixed duties and he operates within a limited sphere. My own view is that it is very embarrassing and difficult to carry on within those limitations. We have a Bill here which can be improved, extended and which would in a measure be satisfactory to me but I think generally, if I might say, my own view is that this legislation with regard to the Civil Service Commission has not operated to improve the efficiency in the service and certainly it has been a burden or a great deal of embarrassment and loss of time and difficulty in carrying out the essential services, there is so much time spent now in asserting how a thing can be done, how service can be performed compatible with the numerous regulations by which it is governed that some times the regulation, if it was legal, is really passed before you get in position to set the machinery in motion. I think we should aim at simplification and direction by the responsible officer of the department rather than by a commission which, with the best of intentions, is not in a position to control the service in the same fashion or with the same degree of efficiency that the responsible special officers could bring to bear with relation to the matter.

[Mr. Newcombe].

*By the Vice-Chairman:*

Q. Take in so far as your Inside Service is concerned, you have two classes of employees roughly in your department, a professional and a clerical staff. Your professional staff would consist I suppose almost entirely of barristers, lawyers and your clerical staff of book-keepers, stenographers, clerks and so on.—A. Yes.

Q. You have stated generally that under the present system there is a certain amount of embarrassment in connection with carrying out the administration. Would that apply to the appointment of what might be classed as your clerical staff?—A. The clerical staff described generally are those who are capable of taking down dictation, to typewrite, to make ordinary entries, keep dockets, filing clerks, messengers, people of that sort. I think it is very convenient to have a commission with a qualified list to whom you can apply, a commission which serves the purpose of an employment agency, if I might so describe it. That I think is the proper function of a Civil Service Commission.

Q. You have had no serious difficulty from your standpoint, the standpoint of administration, in so far as that end of the Civil Service Commission work is concerned?—A. No, except pay is regulated arbitrarily by steps. On occasions you have to pay more than the service merits, more than you would have to pay under ordinary circumstances. In other cases, in order to give proper remuneration, because the steps do not permit of it, you have to pay more or less than you otherwise would.

Q. In other words, if you had not the present system of classification in all the departments, where the range of salaries is fixed, you think if that did not exist you would be able to obtain your staff at less cost?—A. Yes, I think it would produce economy down there.

Mr. FORAN: That was always true. The only exception was when the Act of 1918 was passed. Before that the departments were always bound to a scale of salaries.

The VICE-CHAIRMAN: That pertained to the Inside Service at Ottawa.

Mr. FORAN: Yes. Generally speaking, so far as the appointments are concerned and the kind of persons appointed to those clerical positions, you take no serious objection?—A. No, I think the commission serves a useful purpose.

*By the Vice-Chairman:*

Q. Take the other class at Ottawa, take the professional class. You are a lawyer. How many lawyers, how many professional men will you have in your department all told?—A. I think we have seven on the staff, and ought to have more.

Q. It is proposed under this Bill to remove from the jurisdiction of the Civil Service Commission professional, scientific and technical officers employed for the performance of duties as such. Do you think that principle should be adopted, and if so, why?—A. Speaking for myself, for my own department, the legal profession—you see I am in charge of the department, in charge of the legal work of the department, and assuming my qualifications and good intentions I have no doubt that it is of advantage to the public that I should be able to exercise my judgment with regard to selection as well as with regard to the performance of the work. To use a homely expression perhaps, a workman, a skilled workman is better qualified to choose his own tools than he is to have them put into his hands by an outside authority who is not accustomed to the particular service in which he is engaged. The system of advertising, calling for applications, holding competitive examinations in order to ascertain whether a barrister is qualified to serve in the Department of Justice is an impossible one to apply.

*By Mr. Griesbach:*

Q. The classification is so broad?—A. I mean to say the man you want probably will not apply. Then if they would apply you cannot expect them to submit to an examination to have their qualifications canvassed in competition with others of the [Mr. Newcombe].



same profession. You see we are a small department and we are trying to carry on efficiently. I have to know my staff; we have to have confidence in each other, necessarily, as it is to me, like if I were carrying on a corresponding business in practice, it would be like going outside to get some one to select a partner for me. It does not work; it cannot work. As a matter of fact we are undermanned at present; we should have had this new assistance long ago; but I cannot go to the commission. I asked the commission if I could make a selection and I am told that I cannot, and in consequence we have to work along.

*By Mr. Euler:*

Q. That does not apply in the case of promotions, does it? Has a deputy minister some recommendation to make in the case of promotions?—A. No, nothing. He has nothing to do with the promotions now. Until very recently—

*By the Vice Chairman:*

Q. Supposing we take that up separately, that question of promotions, Mr. Euler. Deal with just this phase for the moment.

Mr. EULER: All right.

*By the Vice Chairman:*

Q. I don't know what the procedure is. I would judge it would be something like this: You require a lawyer as one of the chief officials in your department. There is a vacancy. You apply to the Civil Service Commission, simply telling them the vacancy exists and you wish to have it filled. They in turn advertise setting forth the position that is vacant and the qualifications a person must hold, and so on. They receive applications from a number of people, then steps are taken by the commission to hold an examination, written or oral, or both. The candidates come before them and they finally decide who, in their judgment, probably knowing men themselves, they may select other people to assist them in that regard, and finally as a result of it all they think a certain person should be appointed. You object to that, to take the credit for a person so appointed on the ground that he may not be satisfactory from your standpoint?—A. Well, he may not be, but it is very difficult to reject him afterward. Of course we have the power of rejecting. That still remains to the department.

Q. The commission may appoint but you have the power of rejection.—A. Every officer, as I understand, comes in on approbation, and within a limited period the department may reject, but that is a power that would not be exercised if it could possibly be avoided, certainly with regard to a professional appointment, and you have no means of controlling the selection. The man is sent to you; he might be somebody that you thought you could not work with. Perhaps you might not doubt his qualifications; there might be personal considerations why he would not be acceptable; there might be various considerations, and all those would virtually have to be suppressed so long as you could get along at all, I suppose. I would not feel like rejecting a man who was sent in by the commission if I could possibly get along. What you want is a condition of things where the office seeks the man rather than the man the office, where you can make inquiries and ascertain and make selections knowing that you are getting a suitable man when he is brought in.

Q. Let me ask this question: What importance do you attach in the case of appointments of this class? I am speaking now of professional men, men who hold responsible positions in the department, what importance do you attach to what you might call that man's personal qualities and his character?—A. A very great deal.

Q. Would you attach more to the man's character and his personal qualities than his professional knowledge of the subject he has to deal with?—A. Oh, no. His

[Mr. Newcombe].

qualifications, his professional qualifications are the main consideration, but coupled with that if he has not proper character and personal qualities to enable him to get along he becomes a disturbing factor.

Q. Don't you think the commission would take cognizance of these personal qualifications, as well as yourself?—A. They would exercise their own judgment upon the people who have to work with them.

*By Mr. Gauthier:*

Q. I would like to understand your evidence, and I will sum it up in my own way. I would ask you if what you meant by the testimony you have given is this. As far as professional help is concerned you claim that for the sake of efficiency the Deputy Minister of Justice should have a right to choose his own men. That is what you claim?—A. Yes.

Q. As far as clerical work is concerned you have no objection to having the Civil Service Commission act as an employment bureau, but you claim on the other hand that on account of the classification the Department is paying more for this clerical work under the commission than you would pay if the department had the choice of its own clerical staff. Is that what you mean?—A. I would say so.

*By Mr. Thompson (Yukon):*

Q. Would you give us an idea of about how much time would elapse from the time you gave your request to the commission for appointments until this process of elimination was completed, and the man produced to you?—A. Of course, that varies with the staff. With regard to a stenographer or typewriter, an ordinary clerical assistant, your requisition would be filled very speedily without undue delay, but when you come to special cases the delay is likely to be protracted. I think the Commission could perhaps tell us how long it took them to select a Superintendent of Penitentiaries.

Mr. FORAN: That is a long story.

WITNESS: It was many months, a year or so; the wardens of penitentiaries, etc.

*By Mr. Euler:*

Q. I understand that where vacancies occur they are filled from those who have passed competitive examinations, and I would judge those who are successful are then tabulated in the order of merit. Has the Civil Service Commission any discretion in making the appointments? For example, could they appoint a man who stands second or third or fourth as compared with the man who stands No. 1? Have they discretion in that or must they take the one who stands highest in the examination?

Hon. Mr. ROCHE: They take the first on the list. He is appointed probationally. He may be rejected by the deputy head.

*By Mr. Euler:*

Q. You don't take personality into consideration?

Hon. Mr. ROCHE: Personality is taken into consideration before he is placed first on the list.

*By Mr. Euler:*

Q. His standing is not completed before you see him personally. His final grading for the position depends not only on the results of the written examination.

Hon. Mr. ROCHE: There is no written examination in connection with professional positions.

Mr. EULER: I am referring also to clerical positions.

Hon. Mr. ROCHE: Yes.

[Mr. Newcombe].



*By Mr. Thompson (Yukon):*

Q. I would like to ask Dr. Roche to outline the process by which those selections are made. I am not quite clear myself as to just what happens when the deputy minister requires a person to be employed in the department, clerical or professional. Just what is the procedure?

Mr. GRIESBACH: Which do you refer to, clerical or professional?

Mr. THOMPSON (Yukon): Take the clerical first.

The CHAIRMAN: Does that question not come out of the evidence of Mr. Newcombe? I would suggest matters outside of the questions before the witness should be taken up later.

WITNESS: I might add in connection with professional appointments, when these regulations came into force or were about to come into force with regard to competition, making it necessary that professional men as well as clerical men who apply should submit to a competitive test in order to obtain appointment in the line of their practice, the professions held the view, as I did myself, that that course of procedure was incompatible with the traditions and dignity of the legal profession. I submitted the question to the Bar Society at Osgoode Hall at Quebec and Nova Scotia officially for the purpose of getting their views as to the propriety of these things, and they reported to me unanimously that it was an undesirable course for any practitioner to submit to, any man in good standing to take, and that I might say was quite in accord with my own motion of the etiquette of the profession.

By the VICE-CHAIRMAN: As a matter of fact to-day if a barrister is to be appointed in the Justice Department no written examination is held.

Hon. Mr. ROCHE: No.

*By the Vice-Chairman:*

Q. Take it for granted he has the qualifications, you would rather ascertain—

WITNESS: I wonder if it does not involve in the last analysis submitting his qualifications, everything that he can say to his own advantage in competition with the rest of the world in support of the project of obtaining this appointment. I wonder if it might not result that as between him and others who for the purpose of qualifications seem to be very much the same, that the man be sent for. I wonder if it might not happen that he might not be asked with regard to his qualifications or with regard to his knowledge, or with regard to any subject which the commission consider pertinent to the inquiry, as to whether he in competition with his confrere is to receive the appointment.

Mr. FORAN: Take a case, for example, of a legal adviser wanted in the Department of Public Works. That position was advertised. They wanted a man who was specially qualified in Exchequer Court work. The position was advertised and applications were received. An advisory board was constituted consisting of Justice Audette, John F. Orde, and W. B. Hall, two outstanding men of the legal profession to rate the qualifications, the relative merits of the various applications. Now I think you will agree that there could not be any more fitting choice for the position on that Board than the Judge of the Exchequer Court who has been going over the country from one end to the other, and who knew the men who were appearing before the Exchequer Court, and these three men went over the applications, made the rating, and made a recommendation to the commissions, which they approved.

The VICE-CHAIRMAN: How many applications were there, Mr. Foran?

Mr. FORAN: I think there were something like twelve or fifteen. We don't believe there is any dearth of applications for any position, even for legal positions. We will bring that out in our evidence. I think at this juncture it would enable you gentlemen to form some idea of our method if a typical case were presented to you.

[Mr. Newcombe].

*By Mr. Griesbach:*

Q. I would like to ask what objection there would be to permitting the deputy minister himself selecting such assistance as he requires.

Mr. FORAN: If that had been in the Department of Justice the deputy minister would be a member of that Board. There were two or three questions came up with regard to suitability of the man who got the position, and the deputy minister was able to assure them there was not any objection on that ground.

Mr. GAUTHIER: From the Civil Service Commission's standpoint, the Civil Service Commission had to appoint a Board.

Mr. FORAN: Yes.

Mr. GAUTHIER: And you recommended the man who was recommended by the Board.

Mr. FORAN: Yes.

Mr. GAUTHIER: Don't you believe it would be just as well if the deputy minister had the right to do what they had done by this special Board as constituted. That is the point.

Mr. FORAN: Of course, that is not the law.

Mr. GAUTHIER: You want to amend the law.

Mr. FORAN: The people have been clamouring for open competition for public appointments.

Mr. GAUTHIER: But we are on a special point. If the law says the deputy shall make the recommendations, that is all right.

Mr. FORAN: But we were operating under the law which required competition.

Mr. GAUTHIER: We have to amend the law in special circumstances. You have followed the law in that special case, but do you agree with Mr. Newcombe that instead of appointing a sub-committee on that commission to make the examination, it would have been just as well and better if Mr. Newcombe had had that right himself.

Mr. FORAN: Parliament has said that open competition is the proper way to fill these appointments, and until Parliament says otherwise I don't think I would care to express an opinion on that. Parliament passed this law requiring open competition. The only question that we are concerned with is that we have to develop methods under this open competitive system, which are not exactly above criticism, but which we think are the very best can be developed out of that system.

The VICE-CHAIRMAN: In that particular case, who finally got the appointment, Mr. Foran?

Mr. FORAN: Mr. Carter.

The VICE-CHAIRMAN: He is there now?

Mr. FORAN: Yes.

Hon. Mr. ROCHE: The paramount difference between the two systems, Mr. Gauthier, is that in connection with Newcombe's proposition he would have gone out and selected one man alone. No doubt he would have been a good man but nobody else would have a look-in.

The VICE-CHAIRMAN: Just there, Mr. Newcombe knows exactly what he wants. He knows the position to be filled and the several men doing certain classes of work in his department. He knows just the class of work he wants assigned to this man, and what knowledge had Judge Orde or the Judge of the Echequer Court, or any other person, of the actual work that he wanted that man to do and the qualifications that the man should have?

Mr. FORAN: If that appointment had been to the Department of Justice, Mr. Newcombe would have been a member of that Board. I have no doubt he would have [Mr. Newcombe].

been able to get exactly the type of man he wanted, and they would have co-operated with him in getting the type of man he wanted.

Mr. THOMPSON (Yukon): I raised this same point a moment ago, and it was decided this was not the time to take it up.

The CHAIRMAN: I think you better confine your questions to the witness.

WITNESS: The trouble about that is that the man I would select in a hypothetical case would probably say "I am willing to join the Government service if I am asked to join. I am doing fairly well here. I have my prospects. I have established myself. If you come and ask me to join I would consider it a compliment. I feel I am under some obligation to the public, and taking chances here and there, and considering public duty and all other considerations, I am willing to accept the appointment." I might find a man in that frame of mind. But if I say to him "Very well, I shall be glad to have you come, but there is this thing about it, that I cannot control this. There is to be an advertisement put in the newspapers, or posters put up and you have to apply to the Civil Service Commission and take your chances in competition. I will do the best I can to put it through. But if I am to be a member of the Board, as is suggested, I would not be a competent member of the Board if I went down there pledged to you or to anybody else, and therefore it is a matter of open competition, and the question is whether you will take your chances." He would say, "I cannot, compatible with my notion of professional standing and etiquette, and the effect it would have on my practice here if I should be turned down. I prefer to remain where I am."

*By Mr. Griesbach:*

Q. Can we pass on now to the Outside Service, penitentiaries, I would like to know a little about penitentiaries. Do you call penitentiary employees Outside Service?—A. Yes.

Q. Then the classification for the penitentiary employees is set by the Civil Service Commission and its qualifications are described by the Civil Service Commission?—A. Yes.

Q. And the Civil Service makes the appointment?—A. Yes.

Q. What have you to say as between that method and the method whereby the warden of the penitentiary would make the appointment? As between the two which do you think the best system?—A. The latter, I think.

Q. You would say the warden is the best person to make the selection and the appointment?—A. Yes.

Q. Passing on then to the question of promotion in that service, who makes the promotion? The Civil Service Commission?—A. Yes.

Q. Would you say the warden is in the best position to make the promotion, or the Civil Service Commission is in the best position to make the promotion?—A. I think the department, on the report of the warden.

Q. At the present time the department has nothing to do with it?—A. No.

Q. They have not, you mean?—A. They have nothing to do with it and we are emphatically told we are not expected to have anything to do with it, because of the recent clause whereby those promotions were to be made, were to be made for merit on the recommendation of the deputy minister.

Q. To the commission?—A. Yes, but that clause was stricken out, so I cannot submit a recommendation not compatible with parliamentary requirements.—A. The whole thing is in the hands of the commission.

Q. They prescribe the classification?—A. The qualification. They make the appointment and subsequently they make promotions, and we don't think that is a good system.

Q. Would you be prepared to suggest that some member of Parliament should make the recommendation?—A. I would be very glad to have the assistance of a member of Parliament. Of course, the penitentiaries are outlying institutions; the

[Mr. Newcombe].



selections have largely to be made locally. It is very difficult to make them here at headquarters. A guard comes in, or some subordinate officer; nobody has seen him; the commission has not seen him; they don't know anything about the man they appoint. Of course, I don't want to speak of what I don't know, but I don't imagine they know much about the man. There are advertisements put out; applications come in and the salaries are good and the most you can say, the situation is, that the committee does not know anything wrong about it. Now if a member of Parliament, or a person of responsibility in a community is prepared to say that this man whom I know is a sober, steady, industrious, capable man, whom I think would be qualified to serve as a guard, I would think we would be safer in making an appointment that way than under present conditions. There is a responsibility attached to that appointment, which is entirely lacking now, because the Government is not responsible, the member is not responsible so far as I can see; nobody is responsible under the present conditions.

Q. You say the warden might make the appointment, or he might recommend to the deputy minister the appointment that ought to be made. In your judgment that is the best system?—A. Yes.

*By Mr. Johnston:*

Q. You were head of this department previous to the coming in force of the Civil Service Act in 1918?—A. Yes.

Q. Could you say that the efficiency of your staff previous to the coming in force of this Act was better than it is at the present time?

The CHAIRMAN: You are referring to which?

Mr. JOHNSTON: Both. I think we can take from Mr. Newcombe's evidence that he would say his professional staff would be better from his own selection.—A. As I say we have not made any additions to our professional staff.

Q. Since 1918?—A. I think not.

Q. Well then, your clerical staff, would you say that the efficiency of that end of your staff is as good under existing conditions now under the Civil Service Commission as it was previous to coming into force of this Act?—A. The clerical staff which we brought into the Department at Ottawa, principally typewriters and stenographers, people of that sort, there is no difficulty about their qualifications.

Q. They are just as efficient?—A. They are just as efficient. The expense is greater.

Q. With respect to the Outside Service, penitentiaries and so forth?—A. The penitentiary service is not so good.

Q. Not as good?—A. No.

Q. There are only three heads there. In your professional staff there have been no changes made?—A. No.

Q. The clerical staff in the Inside you say is as efficient?—A. Yes.

Q. And in connection with the Outside, penitentiaries and so forth, it is not as efficient?—A. No, it has not improved under this system.

Mr. GRIESBACH: I want to ask a question in conjunction with Mr. Johnston's questions. There are three regimes, so to speak, or three principles under discussion. There is the old principle of patronage that preceded the Civil Service Act; there is the condition that prevails under the Civil Service Administration, and thirdly, what we are interested in is the system that might obtain under a better arrangement. The system that prevailed prior to 1918 was the old patronage method. We can talk about that. We can then talk about the Civil Service that prevailed as administered. Then I think we are discussing a situation which might be improved. The question I asked a moment ago would be a new thing, differing from the patronage, and the Civil Service, providing the warden had the power to recommend and the deputy minister having the power to appoint on that recommendation. That would be a new thing.

[Mr. Newcombe].



and the point I wanted to bring out was, it would be an improvement?—A. Of course, the warden is responsible for the discipline and good order and efficiency of his prison and he must be a capable man, a man of an exceptional sort called upon to govern an institution of that kind. There is the disciplinary situation and the convicts and everything has to be kept in order, and assuming you could get a proper sort of man as warden, he, I think, should be selected by the Government, by their own commission, assuming you get that sort of man, let him be responsible for the management and discipline and make his selections.

*By Mr. Euler:*

Q. What position did the deputy minister occupy under the old patronage system so far as making appointments in his own office was concerned? Supposing he desired some legal men, or even some stenographer or clerical man sometimes, was that then in the hands of the deputy minister?—A. When I was asked to join the department I was told I would have the selection of my staff and that privilege was always accorded to me. That was the condition upon which I held office, and I am responsible for the carrying on of the department and for the officers who are there, now, the selection of those officers.

Q. So if we reverted back to that we would not relieve the third condition as suggested. We would be back to what we had before.

*By Mr. Griesbach:*

Q. That is one department we are talking about?—A. If a member of Parliament might come to my office and tell me where I would find a good lawyer to help me I would be very much obliged to him. I have never known members of Parliament to interfere in the management of my office on a suggestion of that sort. I should be surprised to find a condition exists anywhere where they insist upon appointments.

Q. That is just what I don't want them to do. My idea of what we should do is in line with the questions I have asked. The warden is responsible for the administration of the penitentiary. He is held responsible for it. He is supposed to be a person of administrative capacity and executive skill. What I should like to see is that he shall be held responsible by his superiors and that naturally his superiors will very very seriously question themselves before they depart from the recommendations he might make, and then we might hold the department responsible for the administration of their department. That is the military system, and the purpose of my question is not to suggest that there shall be any interference by anybody outside of the persons named, that is the warden and the deputy minister.—A. I did not understand your suggestion to convey any other idea.

*By Mr. Euler:*

Q. Does that vary from the practice before the Civil Service Act was passed?

Mr. GRIESBACH: As to his professional staff, no, in his particular case. He said, these are the terms under which he entered the service and remained there.

*By the Vice-Chairman:*

Q. In your general statement at first, if I remember rightly, you stated that the present method of selecting employees for your Outside Service was embarrassing. In what way are you embarrassed?—A. I mean there is so much routine to it, so much correspondence. I have had more trouble about penitentiaries since 1918, correspondence and trouble about how the thing is to be done and getting the situation regularized and how to carry on than I have had in all my previous practice with penitentiaries extending over many years.

[Mr. Newcombe].

*By Mr. Charters:*

Q. Are conditions better at all than under the old system?—A. Not in my opinion. There is a lot of expense.

Q. Connected with these operations?—A. No doubt.

*By the Vice Chairman:*

Q. Does that arise largely from difficulties and delays in getting the people appointed you wanted in the service? Under the old system, for example, if you wanted a guard say at Kingston you would simply go out and get him.—A. The warden would have his list. There are people who want to be guards. They go to the warden and he has a list of people who are anxious to serve and when the time comes he makes the selection and recommends, and that man is taken on and tried and if he does not prove satisfactory another man is brought on.

The CHAIRMAN: You confirm that situation at once. There is no delay. If a man is recommended to you you authorize him to take him on at once?

WITNESS: Yes, as a rule before one man goes off they know who is going to succeed him.

*By the Vice Chairman:*

Q. That list I suppose would be handed to the warden by the member for the district?

*By Mr. Griesbach:*

Q. Prior to 1918?—A. It does not matter. It may come from the man himself. The warden would make his notes of any man he has who is looking for the position. If he knows of an available man he puts him down and when the time comes he tries him or perhaps rejects him on sight.

*By Mr. Argue:*

Q. Did you have a more efficient staff in your penitentiaries in 1918 than you have to-day?—A. Of course, I don't want to say anything which would imply censure on my present staff, but really as a general sort of a thing that is certainly my opinion.

*By Mr. Euler:*

Q. Are you recommending or suggesting that we return to the method of appointments so far as the penitentiary situation is concerned that obtained prior to the passing of the Civil Service Act?—A. Certainly I would like to see it. It would be a great relief to me if we could.

Q. At that time the warden made the recommendations and how were the appointments then made? By yourself?—A. They were sanctioned.

Q. By whom, by the Government?—A. The minister nominally makes the appointment. Under the Penitentiary Act as it stood, in terms the warden was appointed by the Governor in Council, the other officers by the minister and in practice the warden made a selection and recommended it, and it was approved by the minister or by me as the case might be.

Q. You still think that is a better system?—A. Well yes, I think so. To illustrate the absurdity of the thing, we have chaplains in our penitentiaries. In the larger penitentiaries we have two chaplains, Roman Catholic and Protestant. Vacancies occur. Competitive examinations; Civil Service Commission—

*By Mr. Griesbach:*

Q. Are the theological examinations set by the Civil Service Commission, or do they deal simply with the character of the applicant?—A. They certify he is qualified as to character and habits.

[Mr. Newcombe].

Mr. FORAN: Were you not aware when you brought this question up we exempted those positions?

WITNESS: I am not aware of it. I think we suggested they might be excepted.

The CHAIRMAN: Any further questions of Mr. Newcombe?

*By Mr. Euler:*

Q. I just want to ask you one more question before I leave this. You claim that under the old system a warden made the recommendation. Would you care to say whether in your opinion that recommendation was a recommendation of the warden or a recommendation of the member in that constituency?—A. I should think it was the warden's own recommendation.

*By Hon. Mr. Roche:*

Q. Would it have been a local man, Mr. Newcombe, a resident of the constituency where the penitentiary is located?—A. As a general thing it would. I mean for people like guards, the lower grade of officers.

Q. So that in a Dominion institution you practically confine all appointments to the locality?

The VICE CHAIRMAN: For example, the penitentiary at Prince Albert, the warden in charge, if you reverted to the old system, the chances are the member from Prince Albert, if he were on the right side of politics, would say the people of the town of Prince Albert should get all the positions in that penitentiary.

Mr. THOMPSON (Yukon): The warden would have a list all the time.

*By Mr. Griesbach:*

Q. I must stick to the three phases I have in mind. The phase I have in mind is that the warden gets his guards wherever he gets the best man.

The VICE CHAIRMAN: Take the case in Prince Albert. For example, he would not know many people in Saskatoon and the local influences would be operating on the warden. Everybody in the province of Saskatchewan who was qualified to be a guard should have the right to be selected.

Mr. GRIESBACH: I think we might carry that idea too far. I don't think there is any use trying to carry that idea.

WITNESS: We administered the Dominion Police Force in the last year. It was only within the last couple of years the Royal North West Mounted Police have been brought down here and the two forces amalgamated. They were under our charge and I think everybody will admit we had a most efficient force of Dominion Police, and these were appointed by the Commissioner who was head of that branch of the department. He was responsible for the discipline and efficiency of the force, and while I have no doubt he got nominations from members of Parliament, he got nominations from anybody that came along, any able-bodied man, anybody of the proper size and age who was ambitious to become a policeman would go and apply and inquiries would be made, and when vacancies occurred the best man on the list would be selected. It made no difference whether he was recommended by a member of Parliament or who he was recommended by.

*By Mr. Griesbach:*

Q. I think in answer to Mr. Calder, if a guard living in Saskatchewan or Alberta communicated with the warden he was required to give his qualifications. I think the Civil Service of Canada exists for the people of Canada as an efficient instrument of government. It is not a place for people to roost in and get wealthy out of. So far as employing people locally, the position is that a man who lives in Ottawa has a better chance than anybody else. I don't attach much importance to it one way

[Mr. Newcombe].



or the other. It is a question of getting efficient officials. That is the prime necessity of the service. In my opinion I would say that if there are people in the province of Alberta and Saskatchewan who want jobs in the penitentiaries and they have the qualifications, they can apply; they can go down and see the warden and he will make certain notes on his list and when a vacancy occurs he will send a wire to that man. I think that is quite simple. As long as the warden knows he and he alone is responsible for the administration of that department he will be very careful.

*By Mr. Euler:*

Q. Would you compel the deputy minister to accept the nomination of the warden?

MR. GRIESBACH: No, I would say if you could get a system on a proper basis the deputy minister would hesitate a long time before he refused. If the prisoners escaped, and so on, the warden would say, "I recommended Smith and Brown and Jones, and you recommended somebody else, and these are the men who were in charge. Now I am not responsible." The minister after an experience of that kind would be inclined to cut it out, I would say.

THE VICE CHAIRMAN: Would you carry that system right through? A surgeon is required, for instance, or a doctor or a bookkeeper or a chaplain or cooks.

*By Mr. Griesbach:*

Q. If this system is put on the basis I suggest and we worry along a couple of years, we will find in the service men fit to be promoted to these positions. That is my view.

THE VICE CHAIRMAN: They have nominal guards.

MR. GRIESBACH: Yes, I know what they have, I have some experience. If they have a surgeon to appoint, I see no reason why the warden should not make a recommendation to the minister. He knows the people in the town. I can think of no better person to recommend a surgeon for a penitentiary than the warden.

THE VICE CHAIRMAN: In other words your suggestion if carried into practice throughout the entire service would be that in the outside service the responsible officers should have those appointments in their hands.

MR. GRIESBACH: Yes.

THE VICE-CHAIRMAN: The appointments to be made by the Government, but the Government to act on their recommendations.

MR. GRIESBACH: Absolutely, yes.

THE VICE-CHAIRMAN: You would apply that, say, to a land office?

MR. GRIESBACH: I am not prepared to state that at the moment. When we come into the next department we will talk about that. I think I know something about how penitentiaries should be run from my past experience.

MR. CHARTERS: How long were you in?

MR. GRIESBACH: Perhaps in the opinion of some people not as long as I should have been, but I think I know something about it, and I think the deputy minister has stated the case just as I would like to see it done.

*By Mr. Thompson (Yukon):*

Q. I would like to ask with regard to the appointment of surgeons, whether they the paid full time or part time.

WITNESS: As a general thing they are paid full time. I am not sure that in some cases it may not be part time.

*By Mr. Griesbach:*

Q. Would not the rule be the other way, that normally they are paid part time?  
—A. No, I don't think so.

[Mr. Newcombe].



Q. They were so in Edmonton?—A. Edmonton was part time. We have at Kingston, St. Vincent de Paul and New Westminster full time. I don't know about Manitoba. I think it is too. The classification I think admits of either sort of surgeon, a full time surgeon, and departmentally we prefer to have them all full time.

*By the Vice-Chairman:*

Q. With regard to promotions, let us take for example in your Inside Service here you have, I presume, a certain number of accountants and book-keepers. One of them resigns or dies, some person has to be promoted to the position. Do you play any part in that promotion at all?—A. No, I cannot.

Q. You are not asked for a recommendation?—A. All I can say compatible with the law is that there is a vacancy in my department now, the chief accountant, if you like, and it is desirable to have it filled. I will probably be asked who are eligible for promotion.

*By Mr. Griesbach:*

Q. By whom?—A. By the Civil Service Commission.

*By the Vice-Chairman:*

Q. In your own department?—A. Yes, if we have any eligible, any accountants. Of course, we have not very much accounting to do but if we have the list would be classified. A. B. and C are the only ones here in this line. I think the classification shows who are in line of promotion to positions and that is as far as I can go. If I am asked for a recommendation my view is that I cannot give it because Parliament has gone to the trouble of expressly repealing the invitation which formerly existed and requiring in fact that promotion should be made upon the recommendation of the Deputy.

*By Mr. Euler:*

Q. I think you stated a while ago formerly it was possible for the deputy minister to make a recommendation but the regulation was repealed?—A. It was in the statute.

Q. You mean prior to the 1918 Act?—A. Yes.

Q. I was under the impression that the deputy ministers did make recommendations until some time subsequent to the passing of the Act?—A. I am not certain whether it is in the 1918 Act or a subsequent Act, but just within the last year or two that requirement has been taken out of the statute.

A. It was the amendment of 1919?—A. Yes, it was 1919.

*By the Vice-Chairman:*

Q. Do you think it would be better if the deputy minister should have authority to make these promotions within his own department or to recommend to the Government who should be promoted?—A. I don't think that admits of question seriously.

Q. What is your chief reason for that? Why do you think that system should prevail rather than the present system?—A. Of course, all these men are working under my supervision; I know every one of them; I know their qualifications; I know their deserts and the matter of the discipline of the department requires that the officers should be looking to the deputy minister for approbation and appreciation of good services. The whole situation seems to me incompatible with the notion that an outside authority is to come in and distribute the rewards for good service.

*By Mr. Griesbach:*

Q. It is the very essence of efficiency and loyalty and co-operation that the man who is at the head of the department shall have this power, is it not?—A. I would think so.

*By Mr. Gauthier:*

Q. On account of your responsibility too? You are responsible for these employees?—A. Yes.

[Mr. Newcombe].

*By Hon. Mr. Roche:*

Q. As a matter of fact have there been any promotions made in the Justice Department under the new Act which were against the interest of the department's affairs?—A. As a matter of fact outside of the penitentiaries I do not at the moment remember any promotions—any promotions that have been made outside of the penitentiaries, at all events probably, there have been some that have been quite satisfactory to me. About penitentiaries I do not express an opinion.

*By the Vice-Chairman:*

Q. Speaking generally, what effect, if any, has the present system of promotions on the efficiency of the staff, the loyalty of the staff, the feeling that exists throughout the staff?—A. Well, I don't think that has affected my department, but my view is that in larger departments it would have a very detrimental effect.

Q. That is where all the staff feel that the question of their promotion is not dependent upon the relationship to their fellow-employees, or relationship to the deputy minister. Do you think it has the effect of destroying the morale of the staff in any way?—A. That I think is the tendency. I would think so. I confess I do not appreciate, I do not realize the reasons which have led to that change in the law with regard to promotion.

Q. Let me put the question in another way. You can take any department of the service. It is all the same. A department necessitates Dominion public business, you have your keymen in that department. Is it your view that in so far as those keymen are concerned, that those who are responsible for the administration of public business should see that the right people are promoted to those positions of responsibility?—A. Yes.

Q. It should not be left to an outsider?—A. Undoubtedly.

*By Hon. Mr. Roche:*

Q. If you would not mind me interjecting there, Mr. Newcombe, you admitted that when there is a vacancy the commission asks the deputy minister to name who are eligible for promotion to that position. Now, the procedure the commission adopts is that those who are eligible are given a rating of efficiency and fitness for the position and seniority. The seniority we can establish ourselves. The efficiency we establish by consulting the departmental officers. For instance, in the case of the efficiency required of that individual from that department—

Mr. GRIESBACH: From the deputy minister?

Hon. Mr. ROCHE: Yes. So that consulting the deputy minister and the department we make the rating after getting all the information necessary to base that rating from the departmental head. The deputy minister if he were making that promotion would go and select one of his eligibles and the others would not have their applications taken into consideration at all. One man was selected, they claim in many instances, by reason of favouritism. Now they wish to do away with that. They say: "Here are half-a-dozen of us in the same branch with much the same claims, but we have not an opportunity of being rated."—A. They are much the same as regards seniority and everything else, and you must make a selection on some principle.

Hon. Mr. ROCHE: You will scarcely get half a dozen men whose claims are all the same on efficiency and seniority, but if they are the same efficiency and seniority is a deciding factor.

*By Mr. Griesbach:*

Q. What is wrong with drafting on here the system that prevails in army promotions. You have an appointment. You have persons in order of seniority before you. You decide the head, one unit; in this case the head of a subbranch recommends the fourth man on the list of seniority. He is immediately required to give reasons why he does not recommend the persons in order of seniority. There you have precisely the same consideration given to persons your Civil Service Commission gives.

[Mr. Newcombe].

In effect it is the same sort of consideration. You name in your statement what persons who might get the appointment are considered. If the appointment finally falls to a senior man the employees are satisfied because they have all been considered. There under the army system you propose to push the fourth man into the position. A statement must be made in writing as to why he has not recommended Nos. 1, 2 and 3. The deputy had considered the report on Nos. 1, 2 and 3 and he reads the report on No. 4 and he sees No. 4 has the qualifications.

Hon. Dr. ROCHE: You don't take into consideration the personal and political pressure that is brought to bear in connection with promotions the same as with appointments.

Mr. GRIESBACH: That is so because we are just emerging from the patronage system, and it still persists because of the doubt. But if we would ever get the Civil Service on a proper basis it would not obtain if the heads of these departments knew they were responsible for the work done in their department, and they were responsible for the appointments. That, in fact, is what is going on at the moment as far as I see it, except it is not frankly admitted.

Hon. Dr. ROCHE: I think we all admit in spite of that the service is the most efficient service.

Mr. GRIESBACH: That is a matter of course we would have to go into very carefully. The Civil Service does not exist for the Civil Service. It exists for the country.

Mr. ARGUE: Do you think if you took the opinion of the officials of the department to-day they would be in favour of the present system?

The WITNESS: I am sure the employees would not, because they would be, owing to pressure, ignored in many, many instances.

The CHAIRMAN: Have you any further questions to ask Mr. Newcombe?

Mr. GRIESBACH: I have not any more.

Hon. Dr. ROCHE: If there is a vacancy occurs in Kingston penitentiary to-morrow, the department is asked by the commission if there is anybody eligible on the local staff for promotion. Even then we authorize the department to advertise that locally. Applications are directed to be sent in to the warden of the penitentiary. The warden gives an oral interview to all of those applicants, sizes them up, and their qualifications, their personality, and sends it to the department. Through the department to the commission his rating and the age of the applicant are received.

Mr. GRIESBACH: Do the commissioners then make the appointment on the recommendation?

Hon. Mr. ROCHE: I don't know where we have ever made a departure from the recommendation of the warden to us, afforded a number of applicants the privilege of competing, whereas under the old system that warden, we all know, would be influenced by the representations of the local member in that constituency to make his recommendation for the one man.

Mr. CHARTERS: But he would have a good many to select from before he would make that recommendation.

Hon. Mr. ROCHE: I think you will find whenever a vacancy occurs the member for that constituency would get busy immediately and the warden would send in his recommendation immediately. It would not be made public. It would not be a case of inviting competition.

Mr. JOHNSTON: In conjunction with the question previously asked, under the old patronage system it was claimed it was overloaded, too many appointments were being made. Could Mr. Newcombe say this prevailed in his department; were there more appointments under the patronage system than we have under the Civil Service?

WITNESS: No.

Q. No more?—A. We never got loaded up as you say under the patronage system. We never got people put into office who had not proper duties to perform, unnecessary appointments.

[Mr. Newcombe].



*By Mr. Griesbach:*

Q. How long have you been in your present position?—A. Oh, too long. don't remember. Since 1893.

Q. Then you have had experience with all the different sorts of government we have had?—A. Yes.

*By Mr. Thompson (Yukon):*

Q. I would like to ask, Mr. Chairman, just what means are taken by the deputy heads with regard to arriving at the efficiency of any particular individual, professional or otherwise, more particularly the lower grades. Is there a record kept, or is it in the judgment of the deputy himself?

WITNESS: The regulations require some record of efficiency to be kept. There are regulations you know for everything, but I should be surprised to find if there was not a regulation that required efficiency marks to be kept and so far as my experience goes I know everybody in my department, and I am perfectly qualified to form an accurate estimate as to his capacity, singly and as to his relative capacity with the people with whom he is working, and as to what his special qualifications are.

*By the Vice-Chairman:*

Q. I see there is another suggestion in this Bill, that is with reference to new classes, "No new classes shall be established under the classification, neither shall existing classes or rates of compensation prescribed therefor be altered thereunder, except by and with the approval of the Governor in Council." Then subsection 4 "All persons appointed, or temporarily employed under the authority of this Act shall be classified in accordance with the provisions of the Order in Council or of the written authorization by or in pursuance of which they are appointed or employed." What is your opinion of the advisability of that?—A. I think under the present law the Government have no control over the classification. These clauses are designed to enable the Governor in Council to classify and to provide that classifications made by the commission should be subject to governmental approval.

Q. Do you think it is desirable?—A. I would think so. I think there ought to be some government responsibility for those things. You are really getting rid of responsibility and where does it rest? These classifications are very debatable sort of things. There is a book there as big as King James's Bible, that has been sanctioned by Parliament. Nobody knows what is in it, I venture to say, except with relation to exceptional cases if you have occasion to look it up. Then you will find disparity as between different officers of equal degree and power to rectify is not with the government.

Q. Do you think it would be advisable to have fewer classes in your own department. Have you too many classes, or is the classification too fine, in a sense, too cumbersome?—A. That does not affect me very much. The old system of grades was a very convenient one, but as it stands now every office is classified by itself and it is a cumbersome system. I should think it would be found difficult to work in the large departments.

*By Hon. Mr. Roche:*

Q. I don't know whether I have my notes correct or not, but I think you stated to the committee that you are now paying more for your legal men under your present classification and method of payment?—A. I daresay we are. I was not raising any objection to the pay of the legal staff. If it is apprehended I was raising any objection to the pay of the legal staff that is certainly a misapprehension.

Q. That is what I wish to clear up.—A. Anything I said with regard to that was as to the clerical assistance.

Witness retired.

The committee adjourned until Monday, the 9th, at 11 o'clock a.m.



SPECIAL COMMITTEE

ON

Bill No. 122

An Act To Amend The Civil  
Service Act, 1918

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MINUTES OF PROCEEDINGS AND EVIDENCE

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No. 2—Monday, May 9, 1921

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Mr. W. W. Cory, C.M.G. Examined.—Page 27.

Hon. W. J. Roche, M.D. Examined in part.—Page 46.



SPECIAL COMMITTEE ON BILL No. 122, AN ACT TO AMEND THE  
CIVIL SERVICE ACT, 1918.

HOUSE OF COMMONS,

COMMITTEE ROOM,

MONDAY, May 9, 1921.

The committee met at 11 o'clock a.m. present:—Messieurs Spinney (in the chair), Argue, Calder, Charters, Cruise, Euler, Griesbach, Johnston, Scott, and Thompson (Yukon),—10.

The minutes of last meeting were read and confirmed.

Messrs. Cory, Johnston and Roche were in attendance.

Mr. W. W. Cory, C.M.G., Deputy Minister, Interior Department, was called, sworn and examined by several members of the committee.

At the conclusion of Mr. Cory's examination,—

Dr. Roche, chairman, Civil Service Commission, was called and sworn, and made a statement regarding certain appointments made for the Interior and other departments of the public service, and was examined, in part, by several members of the committee.

On motion of Mr. Calder, it was—

Resolved, that a report be made to the House asking authority for the committee to have their minutes of proceedings and evidence printed from day to day, and that Rule 74 be suspended in relation thereto.

The committee adjourned at 1 o'clock till to-morrow at 11 o'clock a.m., Mr. Alex. Johnston, Deputy Minister, Marine and Fisheries Department, to be then called and examined.

*Approved*

*Chairman.*





## MINUTES OF EVIDENCE

COMMITTEE ROOM 375,

MONDAY, May 9, 1921.

The Special Committee appointed to consider Bill No. 122, an Act to amend the Civil Service Act, 1918, met at 11 o'clock, a.m. Hon. Mr. Spinney, the Chairman, presiding.

The CHAIRMAN: We have to-day Mr. Cory subpoenaed to give evidence.

Mr. W. W. CORY, C.M.G., Deputy Minister of the Interior, sworn.

*By the Chairman:*

Q. You have been subpoenaed by the committee to give evidence in regard to the results of the operations of the Civil Service Commission, so far as your Department is concerned?—A. Yes, sir.

Q. We would be very glad to have your statement.—A. Well, do you want just a general statement?

Q. I think a brief general statement, such as you find it necessary to present.—A. My main objection to the operation of the Civil Service Commission is the fact that they have too many duties and responsibilities placed upon them under the Act.

Mr. THOMPSON: I think it would be well to have it on the record that Mr. Cory is Deputy Minister of the Interior.

*By the Hon. Mr. Calder:*

Q. How long have you been Deputy Minister of the Interior?—A. Since January 1, 1905.

Q. That is for how many years?—A. A little better than sixteen years.

Q. You are also acting deputy minister of what other department?—A. Immigration and Colonization, since its inception.

Q. How many employees, roughly speaking, have you in the Department of the Interior, inside and outside?—A. In the neighborhood of 3,000 or better.

Q. And in the Immigration Department?—A. In the Immigration Department, we would have, I should think, 400 or 500.

Q. About 500?—A. About 500.

Q. So you are dealing with, all told, in the neighbourhood of 3,500 employees?—A. Yes sir.

Q. And your experience in that respect covers a period of fifteen years?—A. Yes sir.

Q. How many branches have you in your own department?—A. About thirty branches in our own department.

*By Mr. Thompson:*

Q. We have not yet had a clear statement as to how help is secured by any of the Government Departments, where help is needed. I would like to ask Mr. Cory to detail for us the sequence of events which leads up to his getting assistance when he requires it.—A. Of course I can only give our end of it. The Civil Service end of it I am not familiar with.

Hon. Mr. CALDER: We have asked from the Civil Service Commission a statement dealing with, if I remember rightly, 20 specific cases, a statement in detail as to how

[Mr. W. W. Cory.]

they act in filling vacancies. Ten of these cases are to be selected by the commission and two from five different departments, and I expect we will have that statement in writing so that we can examine witnesses upon it.

*By Mr. Thompson:*

Q. Mr. Cory has just stated that his chief objection to the administration of the present law is that in his judgment the Civil Service Commission have had too much work thrown upon them. Is that what you said?—A. Yes, sir, under the Act.

Q. Would you explain us a little more in detail what you mean?—A. Taking the Imperial Act as a pattern—and I fancy we have to admit that they have got a pretty efficient and capable Civil Service in England—the Civil Service Commission deal only with the appointments of members in the third and second divisions. They have no Act; they simply operate under an Order in Council. Technical, professional and those whose qualifications are otherwise peculiar are appointed by the Treasury, which I assume is the minister, simply on a certificate from the commission that the man who is recommended for appointment is qualified for the position.

*By Hon. Mr. Calder:*

Q. Just what do you mean by technical and peculiar?—A. That is the wording of their own Act.

Q. Have you got the exact wording of their Act there?—A. I think I have. (Reads).

“In case the head of a department.”

This is Clause 7. “In case the head of a department to which a situation belongs and the Treasury shall consider that the qualifications in respect of knowledge and ability deemed requisite for such situation are wholly or in part professional, or otherwise peculiar, and not ordinarily to be acquired in the Civil Service, and the head of the department shall propose to appoint thereto a person who has acquired such qualifications in other pursuits, or in case the head of the department and the Treasury shall consider that it would be for the public interest that the prescribed examination and the rules in regard to age should be wholly or partially dispensed with, the commissioners may, if they think fit, dispense with such examination, wholly or partially, and with such rules in regard to age, and may grant their certificate of qualification upon evidence satisfactory to them that the said person is fully qualified in respect of age, health, character, and knowledge and ability.”

Q. You hold apparently that under English regulations the classes of officers referred to are appointed directly by the government upon the Civil Service Commissioners merely stating that the man to be appointed has the necessary qualifications.—A. Yes sir.

Q. Then these appointments are not competitive?—A. Not competitive, no. That was the provision under our Act of 1908.

*By the Chairman:*

Q. They would not have to qualify for temporary appointments?—A. No. This has been the practice in England since May, 1855, and it has gone down through various stages during the following years. This is what was in effect in 1910.

*By Mr. Thompson:*

Q. What type of civil servant is selected by that method?—A. Under the old Act, the wording was exactly the same, and we selected legal officers, engineers, surveyors, draughtsmen, and people of like qualifications.

Q. Technical?—A. Yes. Technical or otherwise peculiar.

[Mr. W. W. Cory.]

*By Hon. Mr. Calder:*

Q. In the past we did not have any qualifying examination for those appointments?—A. No, sir.

Q. Assume for the time being that we made a change and appointed those men directly, do you think we should have a qualifying examination?—A. No sir.

Q. Why not?—A. Usually these men are all graduates of a university in Arts as well as in their particular brand of profession. A lawyer is usually either a graduate in Arts, or he has attended a university.

Q. What about a surveyor?—A. A surveyor has to pass very high examinations, higher really than the man who takes the engineering course at the university; so I am told.

Q. Then you think it would not be necessary to prescribe any examination at all? That is, those men if they have passed their examinations would have the necessary certificates showing their qualifications.—A. Yes, sir.

Q. If you think that the department or the Government direct should have authority to make those appointments, what is the chief reason?—A. The chief reason is this: If we want a man for special service, the man who is in charge of that particular service has a knowledge of the men in that particular line of work, and he can correspond with men whom he thinks are peculiarly fitted for that particular work, and in that way, possibly, get a man to join the service who would never apply, or who would never come up for any form of examination.

Q. Why should not the Civil Service Commission do that?—A. They have not the peculiar knowledge that our men who have trained in that work have; they could not have it.

Q. Give me an illustration? You want a surveyor for example. They advertise for a surveyor.—A. Yes.

Q. and they get say 20 applications from men who are fully qualified, who have the necessary certificates. Why could not they select a surveyor from amongst those 20 or 30 applicants?—A. They could select a surveyor out of the 20 applicants, but the Surveyor-General would be better able to select the man whom he thought was best qualified, because he knows every surveyor in the business in this country.

Q. The Surveyor General would recommend?—A. On his recommendation the appointment would be made.

Q. In the past were all the appointments of surveyors made on the recommendation of the Surveyor General? Did you not have members interfering and making appointments?—A. I think the members recommended certain men for appointment, but it is clear in my mind that in a great many cases we did not take them.

Q. You think that appointments of that class—we are confining ourselves for the moment to surveyors—should be made directly on the recommendation of the Surveyor General?—A. Yes, sir, I do.

Q. And not on the recommendation of the minister in charge of the department or of his deputy head, or of any member of Parliament?—A. I would not make an appointment of a surveyor without the recommendation of the Surveyor General, if I had power to do it.

Q. You heard Mr. Newcombe's evidence. Mr. Griesbach, for example, suggested that in the case of guards in penitentiaries and other appointments, these appointments should be made directly on the recommendation of the warden running the institution.—A. Yes, sir, I think that is a good principle.

Q. And in the case of surveyors you think that the appointment should be made directly on the recommendation of the Surveyor General?—A. Yes, sir. He is responsible for all the work that is carried on in surveying in the Department of the Interior.

Q. If a change was made in the law at all, would you think that a change should be made in this way, that appointments in that class should be made directly on the

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recommendation of the Surveyor General who is responsible for all survey work carried on?—A. Yes, sir, that would be perfectly satisfactory to me.

Q. If the law were changed, should the appointment or recommendation be made simply upon Order in Council without any limitation at all?—A. I think that if I were a minister in charge of a department, I would much prefer to have the Surveyor General's recommendation as a basis for the Order in Council. Under the constitution, of course, if the Civil Service Commission does not intervene, the minister is responsible. He makes the appointments. But I would be very glad to have the recommendation of the Surveyor General in the appointment of a surveyor for any particular purpose.

*By Mr. Thomjson:*

Q. Would you have the Surveyor General's recommendation alone in regard to the appointment of an officer; that would simply be his advice to the Minister of the Interior?—A. Simply his advice to the Minister of the Interior.

*By Hon. Mr. Calder:*

Q. Suppose that the minister did not take his advice?—A. The minister would have the right to do that if he liked. We might get a reasonably satisfactory surveyor, but I would be prepared to take the Surveyor General's recommendation in every case.

Q. If we changed the law back to where it was left to the Governor in Council, which in these cases would be the Minister of the Interior, to make appointments, would you not be going back to the old patronage system as we call it?—A. Well, yes, that might be quite true, but at the same time, even in the old days, so far as surveyors were concerned: I never found that we had very much difficulty in my sixteen years' experience.

Q. Is it true that patronage that may have been exercised in connection with appointments of that class interfered with the administration of the department?—A. No, sir. Out of say 35 chiefs of parties, there would not be perhaps more than five or six recommended to the Surveyor General that he would not have taken himself. Our principle was simply this: A surveyor had a contract, and if he turned out to be a capable surveyor and did his work satisfactorily, he was always kept on the list and he would get a job next year if he wanted it.

Q. Well now, I think we can get to the heart of the thing so far as your view is concerned in this way. I am speaking now of the technical expert, professional man. In your view the commission should not go through the formalities they go through now and make these appointments as they do at the present time?—A. No, they should not. I mean you are not getting any efficiency, and you are getting a great deal of delay by having the appointments made in that way. You are not getting any added efficiency.

*By the Chairman:*

Q. That is the point I want brought out. In your experience, in having appointments made through the Civil Service Commission, have you experienced great delay in having these appointments made?—A. Very considerable delay. We are now talking about technical appointees.

*By Hon. Mr. Calder:*

Q. You hold the view that this class of appointments should be taken from under the commission?—A. Yes.

Q. You must have either one thing or the other. The appointments must then be made direct by the Governor in Council on the recommendation of the minister?—A. Exactly.

Q. Or those appointments should be made on the recommendation of your chief officer who is responsible for carrying on that work, plus yourself as deputy head of the department?—A. Yes.

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Q. Which of those two plans do you think should be followed; that is should the Governor in Council make the appointment, or should it be only on the recommendation of the deputy head of the department and his chief officer concerned?—A. Well, if I had the making of it I would make it that way.

Q. The latter?—A. Yes, but you cannot control the Minister.

Q. You can if the law says so?—A. Yes, but the Minister means the Deputy Minister, and I do not fancy that very many Ministers will make important appointments that way, without having at least consulted the Deputy Minister, who consults the man at the head of the Service.

Q. In your experience, as a matter of fact, outside of professional men altogether, and including professional men, Ministers have made appointments?—A. Yes.

Q. Contrary to the views of the Deputy Head or the other officer concerned?—A. That is quite true, Sir.

Q. That is what you call political patronage?—A. Yes.

*By Mr. Charters:*

Q. Were they incapable men?—A. I would not say that they were in all cases. We have had some incapable men appointed in that way, and some in the other.

Q. How would they compare with the appointments made the other way?—

A. I do not think there is a great deal of difference.

*By Mr. Euler:*

Q. I think you said not more than five or six out of thirty-five would have the recommendation of the Surveyor-General?—A. Yes.

Q. Would you care to state what proportion under the system would not have the recommendation of the Surveyor General?—A. No. All I do know is that the Surveyor General's recommendation has not been adopted in toto for reasons that are perhaps perfectly satisfactory to the Civil Service Commission.

Q. Could you state the proportion?—A. No, I could not do that.

*By the Hon. Mr. Calder:*

Q. Is the Surveyor General consulted? Does he review the applications where appointments are made?—A. I think he has been present. I do not know whether he is present in every case, but he has been present and his views have not prevailed.

*By Mr. Scott:*

Q. Sizing up the whole thing, in your experience, your conclusions are that to go back practically to the old system which obtained for these particular appointments, you think it is really better for efficiency than the present methods?—A. Yes.

*By Hon. Mr. Calder:*

Q. Can you tell us wherein the present system really falls down, if it does fall down? I mean so far as professional men are concerned. Before you answer, give an example of the various classes of professional men you have in the service?—A. Well, we have chemists in the laboratory at Montreal, and Woods Products laboratory, and also one at the coast, and we have all grades of the engineering profession—

Q. What class of engineering?—A. We have hydraulic engineers, we have hydro-metric, we have geodetic, we have the ordinary field engineer, the reclamation service, and the irrigation service.

Q. Do astronomers come under your department?—A. Yes, but they are in another class. They are technical men and professional men—technical men at least.

Q. Have you any geologists?—A. No.

Q. Is the main branch not under you?—A. It is under the minister, but not under me.

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Q. Coming back to my question, what are your main reasons for considering that the present system does not produce the results you think it should produce?—A. To a large extent in the delay in making appointments, and that is why I say that in my opinion the Civil Service Commission have got too much to do. Prior to 1918—in 1917—the Civil Service Commission consisted of two commissioners, a secretary, ten clerks and a messenger. Now to-day it is a very much larger and more ponderous concern than it was then. I fancy there are two hundred or more employees in the Civil Service Commission. Now we have to-day, just simply in requisitions for filling ordinary vacancies in our slate, from one end of the country to the other, two hundred and thirty-two applications that we have made, dating from the 2nd of March up to the present time, of which we have not had even an acknowledgement from the Civil Service Commission; that is the bulk is local appointments which should not in the main to my mind take long to fill, stenographers and junior clerks and that sort of thing. So that when you find great delay in the ordinary appointments like that, necessarily these other appointments take very much longer. Take our forest products laboratory; we contemplate and are trying to get appointments there. The first difficulty was to have the remuneration fixed at a sufficient figure to induce those we had there to stay, or to induce others to come in. The appointments were advertised I think on two or three occasions. We got nobody to apply, and those that were with us who were hoping for something, got better jobs and went away from us. I understand we have to-day—and this is almost two years ago, 1919, I think, when the trouble started it was 1918—we have one position not filled yet.

Q. Your criticism so far has been, not against the appointments made but because of the delay in making the appointment?—A. Well, I think, Mr. Calder, if they hadn't got so much to do we would get more expedition in what they are trying to do. I have not any doubt the Civil Service Commission are doing the very best they can, but when you take into consideration that they have appointments to all branches in the service, even to the man who has to chop the right of way for the surveyor out in the woods, the technical man and everything else, classification, re-organization, transfers and all these things, there are a great many of them which are of interest to the department alone; it seems to me that it makes such a tremendous amount of work that I think it cannot operate—not efficiently.

Q. Boiled down, your view is that Parliament passed on to the Commission too much work?—A. Yes.

Q. That they were not sufficiently organized and they are not sufficiently organized to handle that work expeditiously now?—A. Yes. It is not because they are not trying. I think they are doing the very best they can do, and if you add three super-men, or a dozen super-men, I do not think they could handle the situation thrust on them to-day. We are scattered from one ocean to the other, and have all sorts and classes of people, and it is difficult to put in any organization or system that is going to right the matter, and just fill the gaps as they occur.

Q. Suppose the Commission had another year or two to work out their plan, and got properly organized to handle the work that is given them, would your objections disappear?—A. I would have to be a year or two years older before I could tell whether that was going to have the effect or not.

Q. Do you think the Commission could bring into being a sufficiently satisfactory organization within a reasonable time to handle all these things?—A. I do not.

Q. That is your conviction?—A. That is my sincere conviction.

Q. I think the Committee is sufficiently familiar with the process gone through to make appointments. They must advertise and get the applications in, and probably have to write on the examination; the applicants in most cases have to do it. Usually a Board must be appointed of some kind to consider all the applications, and your judgment is that that takes too long?—A. Yes.

[Mr. W. W. Cory.]



Q. But if the department had that appointment in its own hands it could make it quickly?—A. Yes.

Q. And under the present system the efficiency of the service doing administrative work is injured by not being able to have that appointment made quickly?—

A. In a great many cases. In some cases it does not make any difference whether the appointment is made to-day or next month.

Q. Give me an illustration where you want one made quickly, and where you cannot get it made quickly?—A. Well, I do not know. We ask for almost anything, and we cannot get it quickly, but in some cases where it seems to me we ought to get an appointment made, it takes on an average, I am told, by our officers, two months. It is an average all over the service of two months to get a person appointed. Take an eligible list; the Civil Service has an eligible list of fifty names all qualified for a particular position. A good deal of difficulty arises in this way: we have a thousand dollar position here. The eligible list shows that number one is in Vancouver; well, we cannot get that number one at once, and number one wants to know whether we are going to pay his travelling expenses and that sort of thing, down here, and we have to write and say "Not on this appointment, we cannot do that," and he says "I have a better job than you have offered right here, I do not think I will take it." Number two is in St. John, New Brunswick, and perhaps we find that number two—

Q. These are new appointments?—A. Yes. Number two possibly has got another position, and does not want it, and number three and number four, and we possibly get down to number five or six. He is a resident in Ottawa, and I claim in that case, in a small position, we should give it to any man on the eligible list if he is in Ottawa, and we want him quickly. But under the regulations of the commission they have to offer it to number one, or he may come along and say "I am on the list, why was I not offered the position"? but that all goes to make delay.

Q. Personally I would like to have a concrete example if possible, to indicate how the service of the department has been detrimentally affected by any delay in any particular case. Will you be able to think it out?—A. Oh, I could get it. I did not just think of that particular phase of it, however.

Q. Could you not prepare a statement along that line and let us have it?—A. Yes, I think I could do that. Take, for instance, our appointment of an agent at Aberdeen, Scotland, I think that the position was first advertised in the early part of last fall, perhaps in August or September, somewhere along there—it must have been earlier than that, it must have been last spring. We got our man. We finally got a man appointed about the 23rd December or somewhere early in December, and when we notified him he asked if he could stay at home until after Christmas or after New Years and we allowed him to do it. The important part of our season in immigration is from the month of October in through the winter. By the time we get to February we practically have done our work for that season. That is one instance of delay. On the other hand when we required a man for Des Moines, Iowa, it did not take very long, because there were two at that last examination who were pretty well on a par one with the other, so that this man was on the waiting list, and they assigned him to us so that we did not have very much delay in that.

*By Mr. Euler:*

Q. Mr. Cory said that his objection to the present practice is not that the appointments, so far as qualifications are concerned, are unsatisfactory, but the chief objection is on account of the delay in making the appointments. I would like to ask him whether, if he reverted to the old practice he could cut out some of the delay, some of the procedure that is gone through by the present Civil Service Commission. For instance they hold examinations. Will he still retain that method of ascertaining the requirements, or would he cut some of those out, and if so would he suggest that that might be done by the Civil Service in view of saving time. Does he think they would

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be so over-burdened with work that there would be undue delay?—A. No, I think that if they had less to do there would not be the great delay.

Q. You approve of their method of finding out the qualifications of the applicants?

—A. Yes, in the lower grades of the service, up to the chief positions I think the commission could do that very well.

Q. And if it got back into the hands of the deputy minister or of the department itself, do you suggest that the same methods of ascertaining qualifications should be observed?—A. I would suggest that the ordinary clerical staff of the departments—I would not suggest that the system of obtaining them be changed. I think that that is a function which the Civil Service Commission can exercise as well as anyone.

Q. You were referring to the engineers?—A. To the technical positions.

Q. Would you suggest, if the appointments were in the hands of the department, that these technical men would still be required to go through the procedure that now obtains?—A. No, I would not.

Q. If that is the case, why could not the Civil Service Commission adopt the same plan of arriving at a decision?—A. If they did that, they would cut out a great deal of the delay.

Q. That is all you are objecting to?—A. I am not objecting, but I do think that a technical man, who is head of a particular service in the Government, has more concern in the success of that service than any other man in it except the minister and deputy-minister. If there is a vacancy for a special class of work he would find the man best qualified for that position. He would probably write to the man a letter, as we used to do, and if that man was open to take the position he would make the recommendation. If you put that position up to competition there would be 99 out of 100 who would not apply.

Q. You are getting on new ground now. What I was trying to get at was the causes of delay. That seems to be your chief ground of complaint.—A. No.

Q. I was trying to find out if some other method could not be adopted.—A. My chief objection is not to delay. In the technical service, even though they use the very best judgment that they can, they are probably not going to get the best men for the position.

*By Hon. Mr. Calder:*

Q. You object not only to the delay, but to the method that is followed?—A. Yes sir.

Q. If I understood Mr. Newcombe rightly, he gave evidence to the effect that men whom he considered qualified would not apply and submit themselves to examination.—A. That is very largely the case in the higher branches of the service.

Q. Do you find that in your department?—A. Yes sir.

Q. You think that the Civil Service Commission gets fewer applications?—A. I know they get plenty of applications, but it is usually the man who has not very large practice, or who has not been particularly successful who is prepared to take part in any competition that comes along.

Q. Would you say from your knowledge that the better class men will not apply?—A. I think so. Unless you have your remuneration away up above what I think the Government ought to pay, I do not think you will get the best men to apply.

Q. Under these circumstances, you think it would be better for the department itself to go and try to get the man they want?—A. I think it is very much better that the position should seek the man than that the men should seek the position, especially in professional work of any kind.

*By Mr. Euler:*

Q. Would you say that only in regard to technical positions?—A. Yes.

[Mr. W. W. Cory.]

*By Mr. Scott:*

Q. You are looking upon your department as a business in certain respects not different from any other business, and you say that the man in your department, the Surveyor General, has a better idea of what the situation actually requires, and you feel it is not necessary for any one to come between you and him in selecting the best men.—A. I do not think that we have ever got any better men under the present system than we got before. In certain cases I am sure we have not got as good.

*By Mr. Thompson:*

Q. I would like to ask Mr. Cory as to how the process of selection originates. When one of his chiefs requires assistance, what is the procedure that is adopted?

Hon. Mr. CALDER: Take a concrete case, say that of an assistant astronomer.

*By Mr. Thompson:*

Q. Yes.—A. We simply notify the commission that we have a vacancy.

Q. That is not what I mean. I want to get down to the bed-rock. I am not so very much concerned about the technical position as I am about the ordinary clerks. Suppose that the chief of your correspondence branch wants a clerk, what happens first?—A. We simply notify the commission.

Q. Who notifies you?—A. We know as soon as a vacancy occurs on our staff.

Q. Suppose that there is no vacancy. Suppose that that chief of staff wanted two more assistants, for temporary work.—A. If they were not permanent men, we would simply ask the Civil Service Commission for a couple of temporary men. If a permanent man is wanted, the first thing we have to do is to ask the Civil Service Commission—no, first of all, we have to create a new position by Order in Council.

Q. Perhaps I have not made myself clear. But you must be advised by some one that this position has to be filled.—A. Absolutely.

Q. How do you satisfy yourself that it is necessary to employ these men?—A. I simply ask the chief of the branch. He goes down and makes a written report that he wants one or two men in addition.

Q. Then what do you do?—A. If we have not a man that we can transfer from some other branch—

Q. First of all, what do you do to satisfy yourself that that man requires assistance?—A. Mr. Gibson possibly will go down to the branch and look it over, and if he says that another man is not required we do not ask for him.

Q. Does that happen often?—A. Undoubtedly. If it is just simply a position for a temporary man we would transfer from some other branch one or two men to carry the load until the condition gets normal again when these men revert back to their old positions.

Q. What happens if you do not have the necessary men to transfer?—A. Then we probably ask the Civil Service Commission for a temporary man, that is, if we are satisfied that the help is required, for three or six months.

Q. And you give the qualifications that are necessary?—A. Yes, we give the character of the work.

Q. Is an increase in the staff of any branch made without your knowledge or consent?—A. No, none whatever.

Q. Suppose that you wanted to dismiss a man who was permanently employed, what is the procedure followed in that case?—A. We would have to make a report to the Civil Service Commission.

*By Hon. Mr. Calder:*

Q. Have you not the power of dismissal of a man in your employment with whose services you are satisfied?—A. In that case, we can dismiss by order in council.

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Q. You do it yourself?—A. The minister does it.

Q. There is no reference to the commission?—A. Not in a case of dismissal for cause, although I am not certain that we do not report the fact to the Civil Service Commission.

*By Mr. Thompson:*

Q. Do you require to have an order in council passed for every dismissal?—A. Yes, sir.

Q. Giving the cause of dismissal?—A. Sometimes it is not desirable to set out in the body of the order the reasons for dismissal, but there is a memorandum for the minister on the face of it, so that if he is asked a question about it he can give an explanation as to why the man has been dismissed from the service.

Q. When the work is light in one branch, can you transfer some of your men to another?—A. We can transfer. We never ask for a new appointment unless we absolutely know it is necessary.

*By Hon. Mr. Calder:*

Q. Would you say that your service is over-manned?—A. No, sir, I do not think it is.

Q. Neither inside nor outside?—A. Neither inside nor outside. Even those people that are being retired under the Act, some of them are not fit. They were with us and have been with us for a great many years. The work has to go on just the same but even in some cases there we have to put on a new man to take the place of the one who has retired.

Q. Take the case of filling a vacancy say for an accountant. Say that the accountant has died. You immediately notify the commission. You must appoint a successor?—A. Yes, sir.

Q. You immediately notify the Civil Service Commission that that vacancy exists?—A. Yes, sir.

Q. They then take the necessary steps to fill that vacancy?—A. What we frequently do is that we ask that a man be promoted, and that the lower position be filled by a new appointee.

Q. In the case of an entirely new appointment—say that your work has increased in some direction and you must have a new appointment—in that case, you notify the Civil Service Commission setting out the qualification of the man you want, and then that position must be approved by the commission and by an order in council.—A. We have first of all to create the position. We have to arrange with the Civil Service Commission as to the remuneration that will be attached to that position. Then when we get that, the minister passes an order in council creating a position, and we apply to the Civil Service Commission for someone to fill that vacancy.

*By Mr. Euler:*

Q. Would you have any knowledge as to whether the whole department is over-manned except in so far as the heads of the department would give you information with regard to it? I would like to know whether there is any definite policy under which these men are working. Is a close watch kept to see whether it is possible to cut down the staff in the department?—A. We can transfer.

Q. I did not catch that.—A. If one branch has more people than they can profitably use, we will transfer some of them to another branch that is short-handed. The Surveyor-General's branch is now short some 20 odd employees, and if there is an over-plus at the Geodetic or Reclamation or some other branch, we simply send them to the other branch.

Q. But you would have no knowledge as to whether the department is over-manned except what is reported to you?—A. Mr. Gibson is a very capable young man. He was trained in business long before he came into the service, and he passes round  
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from time to time. If we have any suspicion in a particular case that things have got a little weak in some quarter, he goes down and looks it up. If he finds more men in one branch than can be profitably used, we slip them over to another where they can be used profitably.

Q. There is a definite policy of watching that?—A. We do that at least twice a year, and oftener than that some years.

*By Hon. Mr. Calder:*

Q. You have a number of land offices throughout Western Canada?—A. Yes, sir.

Q. Who is your chief officer in charge of them?—A. H. S. Cuttle.

Q. I think you have a number of inspectors as well.—A. Yes, sir.

Q. Do these inspectors report annually as to the transfer of members of a staff, as to whether the staff is over-manned, whether any additions are required and that sort of thing?—A. They report oftener than once a year, sometimes as often as four times a year.

Q. The inspectors are passing round from time to time, from one office to the other?—A. Yes, sir.

Q. And it is the same in the Immigration Department?—A. The same in the Immigration Department.

Q. How many inspectors are there who are checking up the work?—A. We have a travelling inspector for the eastern district, a travelling inspector for the western district, and a travelling inspector for the Pacific.

Q. And over these three you have a chief?—A. Yes, we have a chief inspector in the various districts.

Q. Do you get reports from all of them from time to time as to the staff?—A. As to staff requirements.

*By Mr. Euler:*

Q. As a matter of fact do they ever report that the staff is over-manned?—A. No, we are very careful, and we do not over-man.

Q. Conditions might change, and what is quite necessary to-day might be cut down?—A. Take the Immigration Department, that is not the case, because we are deporting more than we have done ever since I have been in the department.

*By Hon. Mr. Calder:*

Q. Take your land offices, how many have you closed in the last five years?—A. In five years we have closed Maple Creek, Medicine Hat, Red Deer, and possibly—

Q. Did you close Weyburn?—A. Yes, we closed Weyburn, but I think, perhaps, that is longer ago than five years.

Q. You have done the same with regard to immigration halls?—A. Yes, we have done the same with them.

Q. For the purpose of reducing the staff?—A. Yes. You see the records of the old offices have to be transferred, perhaps broken up and put into two or three offices, and adding new territory always creates a little more service, and the most efficient and the old men were transferred to the new offices. Those that we cannot assimilate we simply let go.

*By Mr. Thompson:*

Q. Are men transferred from your department to other departments?—A. Yes, and from other departments to our department.

Q. What is the process there?—A. For instance, if a man wants to come to my department from any department, I consult the deputy minister as to whether or not he is willing this man should leave to come to us for a special purpose. If he agrees we have to get the consent of the Civil Service Commission for the transfer.

[Mr. W. W. Cory.]

*By Hon. Mr. Calder:*

Q. Have you reduced your staff in the Yukon?—A. We have reduced it I fancy more than any other department in the Yukon. We will probably reduce it a little more. We are down pretty near to rock bottom there.

Q. Take British Columbia, have you made any reductions there?—A. We have not, not recently. We were going to close the office at Revelstoke, and make a little consolidation there, but we have never done that.

Q. Coming back to the Bill now before the committee, it suggests that certain positions, and certain classes of officials should be taken from under the commission. Now, in your department, to what extent should the proposed law go in that respect? What classes of officials, in your judgment, should be taken from under the Civil Service Commission?—A. Of course, as I said, I think the technical men—I think that would be in the interests of the service if they were taken away. Then some of the superior positions, perhaps the man whose range of salary was three thousand or better, which amounts to very few in the aggregate—there might be some advantage looking about and getting a special man for a special position.

Q. Could you give us one illustration of what you have in mind? Let me help you; in my own department, take Mr. White, who is our chief officer in the United States?—A. Yes.

Q. If he dies or resigned to-morrow?—A. I think we could select a man to fill his position much better than the Civil Service Commission.

Q. Take J. Obed Smith; if anything happened to him; he is not a technical man?—A. No, he is a responsible administrative officer, a very important one, and I think we could fill the position.

Q. Would you put it in this way; that in your judgment all heads of branches and all officers for fairly large duties should be appointed direct?—A. I think the whole service outside of Canada—because it is all a local service—for instance we have in the United States an agent and a stenographer; that stenographer gets a better position, and she leaves on a couple of days' notice. That man has nobody in his office but his stenographer, and it is essential he should get one quickly, and we do not appoint them in Canada and send them to the United States. It is essential he should get one and get one in that locality. He is the man that has to work with the stenographer, and he has to depend upon the stenographer, and it seems to me he is in the better position to select the person within twenty-four hours than the Civil Service Commission could by any system of posting notices or advertising in the papers, and they generally come back to the one selected. As far as the Civil Service Commission is concerned, where a man reports in his opinion that a certain person should be appointed, I do not think the Civil Service Commission have in a single instance asked us to take anybody else. For instance we put a girl on; I think they allow us in Great Britain ninety days to put a girl on temporarily. If the certificate of her appointment does not get back in ninety days, that young lady will have to work without salary until her certificate comes along.

Q. In your judgment our entire service in Great Britain and United States should be taken from under the Civil Service Commission?—A. Yes, I cannot see any useful service that the commission performs in connection with it. My own conviction is that their great service can be performed right here in the Inside Service at Ottawa. That is what the old Act contemplated in 1908, and that is where I think their greatest field of usefulness and operation will be found. However, out in our western offices or in Canada anywhere they can probably make those appointments just as well as we can. I have no objection to their doing it if they have not too much to do, and they can do it quickly.

Q. We have three classes; we have your technical and scientific men; that is one class. Secondly, you say that in your judgment your offices in Great Britain and United States should be taken from under the commission. Then in the third

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place, special men, who have more than ordinary responsibility cast upon them, such as the two illustrations—you would make that apply to your chief man in charge of your land office at Winnipeg?—A. Yes. You see if the whole service is excepted from the commission that would include the chief man at Winnipeg.

Q. You have not suggested so far to except your whole service. You suggested in so far as the clerical staff is concerned that it might as well go under the commission?—A. Yes. I would exclude the land agents, possibly the assistant agents, and our chief inspectors, so far as our Outside Service is concerned.

Q. Have you any other class of men to exclude?—A. No, I do not know that I have any other class.

Q. Take the city of Ottawa; would you exclude any in the Inside Service? Let me give you an illustration; suppose Mr. Gibson resigned or dies to-morrow? He is your deputy minister?—A. Yes.

Q. Suppose he dies to-morrow?—A. I think I could select a man better than the Civil Service Commission.

Q. Why?—A. Because I know exactly the kind of man I want. The personal element enters into a position of that kind. I cannot do business unless I have absolute faith and confidence in the man that is with me.

Q. You claim that you can size that up better than anyone else?—A. I have been at it a long while, and I take my judgment against anybody else, and I would not appoint any man permanently without trying him out, unless I knew him well.

*By Mr. Euler:*

Q. Would not that purpose be served if you made a recommendation to the Civil Service Commission and they made the appointment?—A. I would not make any recommendation if that were the particular person I wanted.

Q. They would in probability appoint the man you named?—A. I do not see any value in that.

*By Hon. Mr. Calder:*

Q. On the other hand you have a dozen men in the department all of whom think that in the course of time they have a chance for the appointment?—A. Yes.

Q. By eliminating the merit system, the promotional system, by not allowing all these ten or twelve men to compete—would that not have a rather depressing effect on the service?—A. We have never had any difficulty in that way before the Civil Service Commission was created.

Q. The Civil Service itself does not hold that view?—A. Not now, they do not, and I will tell you why; the Civil Service as a whole now have been elevated; that is the upper classes. There is perhaps only one or two steps for a man to make, which he is liable to get by promotion, until he is at the top of that particular service. If you open that service again it is quite possible a new man may be brought into the service and put over his head. He is striving against that. He says "we have to recognize that a man has to be promoted if he is capable of filling the job in any way, and therefore I have only two steps to go, and I do not propose to take the chance of anybody coming in over my head." I imagine that is the element working in the mind of a great many civil servants to-day.

*By Mr. Thompson:*

Q. Under the present system there is the chance of a man being put over him?—A. No, not under this Civil Service Commission. I think they are guarding that carefully, and if there is a man in the service capable of filling that position by promotion, he gets it.

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*By Hon. Mr. Calder:*

Q. But if we reverted to the old system the civil servants would have a feeling that someone might be brought in over their heads?—A. Yes.

Q. And consequently they object very strongly to these appointments being made outside of the Civil Service Commission?—A. Yes, and I dare say 99 per cent of the men there to-day were brought in under the old system.

Q. Under the old system was there a fairly large percentage of men brought in over the heads of the servants then existing?—A. I do not think there was a very large number. I remember in regard to our Commissioner of Dominion Lands, when there was a vacancy there we brought a man well acquainted with land matters from the West, and put him in as Commissioner of Dominion Lands. I do not think that was any disadvantage to these other men, because they were purely and solely inside men. The Commissioner of Dominion Lands is a man who has to have not only a very wide knowledge of land matters, but a realization of the position of the man who goes on the land. Until I became deputy minister I fancy there were men in the service twenty-five years dealing with land matters who had never been west of Arnprior. I immediately allowed a lot of them to go out, and I think our service has benefited a great deal. If you were simply to promote a man like that into the position of Commissioner of Dominion Lands, the agents in the West would not have very much confidence in his experience and ability.

Q. You said you had about how many branches?—A. Between twenty-six and thirty in our service.

Q. And over each one of these branches there is a chief man?—A. Yes.

Q. Who is responsible for the administration of it?—A. Yes.

Q. Would you take from under the commission all of these appointments?—A. Some of them are minor branches. We have probably ten or twelve important branches. We have probably ten or twelve important branches. Take the Forestry for instance, if a position became vacant in the Forestry to-morrow, I would not recommend a new man to come in to fill the position; I would ask that one of the men in the service be promoted, and that is the same in a great many cases; because you have the power to bring in and appoint it does not follow that every time there is a vacancy you do appoint someone from the outside. That was not the condition in the old service. We regularly appointed those who were proper to be promoted to the heads of the various branches; the heads over three quarters of our branches are old employees who have been in the service twenty-five to thirty years and have grown up from the ground.

Q. Confine it to the chief branches. You have about a dozen of those?—A. Yes.

Q. You must depend for the running of your department upon the qualifications of those ten or twelve men?—A. Yes.

Q. Your key men, so to speak?—A. Yes.

Q. And from what you said before, I would judge that you place a good deal of reliance upon a man's personal qualities rather than his ability to write on an examination of that kind?—A. Yes.

Q. That is personal. It is the question of character and ability to meet the public, the question of contact and judgment, in men of that kind comes in?—A. Yes.

Q. Would you say those factors are not weighed by the commission in their appointment?—A. I do not think they have as good an opportunity of doing it as I have. The Civil Service Commission I think is very largely in the same position I would be if I had the same power, not perhaps that the commissioners themselves are approached, but they have a very large organization there now, and civil servants can very easily approach those men and I have no doubt that they would do it. I have no knowledge that they do, but I have a very strong suspicion that they are asking, in the matter of promotion, where you cannot reward merit in your own department—

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for instance take a young man who comes in and who is going to make his life work in the service; he has got energy and ability, and he is faithful, and he does not watch the clock, but he is looking after his job, and not only looking after his job, but is looking for promotion, and he is probably getting a knowledge of the man who is above him, and when it comes there is a vacancy for this young man to be promoted, if you cannot reward him by giving him that promotion, where are you going to get your service? If that is thrown open to the branch or to the service in our own department, or if you open it to all departments, and some chap gets that promotion, because he can write a better examination than this young man can do, you are going to destroy the enthusiasm of that young man for doing more useful work.

Q. What part do you play in promotion?—A. I play no part at all sir.

Q. If the head of your Timber Branch over here in the Interior Branch dies to-morrow, and a successor had to be appointed, you have nothing to say in regard to that promotion?—A. Excepting the Civil Service Commission as a matter of courtesy ask me for my views possibly, but under the law I have no function to perform at all.

Q. Under the law?—A. Under the law I have no function to perform at all.

Q. The Commission may or may not ask you, just as they chose?—A. Yes.

Q. As a matter of fact I suppose they always do consult you?—A. Yes, I think generally they do consult us, but so far as my responsibility is concerned, if I make the recommendation, the Civil Service Commission may take it, but they do not have to take it if they do not want to.

Q. Have you any illustration in mind—we will not ask you for any names—of where they do not take your recommendation?—A. I have not made any recommendations to the Commission for some time in reference to promotion. I do not know whether I have ever made a recommendation since this new Act has come into force in regard to promotion.

Q. If under this Act you are not called upon to make a recommendation, would you feel like making one?—A. No, I do not think so.

Q. Your tendency would be to keep away from?—A. No, I do not want to mix up in it.

Q. Why?—A. Simply because I have not the responsibility in the matter. If I make the recommendation and it is not taken, that does not lend encouragement to make another.

Q. Supposing in the Timber Branch four or five fellows are eligible, and under the law you are not required to make a recommendation, if you made one, would they all know eventually that you made that recommendation?—A. I do not think there is any thing happens that they do not all get to know.

*By Mr. Euler:*

Q. You expressed the opinion that you would be better qualified by reason of association with those employed in your department to make suggestions as to who should be promoted and who should not be promoted. I understood when you said that, that it applied only to the technical officer and to the heads of the department. You said a few moments ago something which led me to believe that you also made that apply to the rank and file of the department?—A. In connection with promotion?

Q. With promotion only?—A. Yes.

Q. Would I be right in saying that the appointments of the Civil Service in your department should be confined only to the rank and file of employees?—A. Oh yes.

Q. And that the technical officer should be appointed upon the recommendation of the Deputy Head of the Department?—A. That is my view.

Q. How far would you go in the outside service?—A. I say in the outside service—I think I answered Mr. Calder in that way a few moments ago—the agents of Dominion Lands, their assistants possibly, and the inspectors, the chief inspector, and various sub-inspectors.

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Q. That would leave some for the Commission?—A. Yes, there are not a great many. We have only about sixteen agents out there, and that would make sixteen assistants, and perhaps a great many have not assistants, and then there are three or four inspectors, and a chief inspector.

*By Hon. Mr. Calder:*

Q. It would not apply to filing clerks, stenographers, book-keepers and accountants?—A. No, that is not important. I think the Civil Service Commission can do that as well as we can.

Q. Summed up, if I catch your idea, it is this: in so far as the administration of public business is concerned that you get greater efficiency by leaving with the department the appointment of the responsible chief officers?—A. Yes, or at least that the Deputy Minister and the minister's recommendation should be given very great weight, but as it is now we are not required to make any report.

*By Mr. Thompson:*

Q. Can you give us any idea about what percentage of the three thousand under you would come into the first category, and also into the second?—A. I am speaking in the roughest sort of way, but I would think 8 per cent of the department would still remain with the Civil Service Commission.

The CHAIRMAN: The Chairman of the Civil Service Commission is present, and our work might be expedited if he is permitted to ask any witness such questions as he deems desirable.

*By Mr. Cruise:*

Q. With reference to the homestead inspectors in the West, do you know what method they adopt in making appointments?—A. I do not know what method they adopt.

Q. They require certain qualifications, knowledge of the country, and things of that kind. I would like to know what method they adopt in regard to the homestead inspectors?—A. I think Dr. Roche could tell you better than I can.

*By Mr. Johnson:*

Q. You have said your department is not overmanned at the present time?—A. In my opinion it is not.

Q. Was it overmanned before this Act came in force previous to 1918?—A. I do not think so.

Q. Do you remember there was some big change took place, in the service, I think in the year 1912?—A. Yes.

Q. A big change?—A. Yes.

Q. A lot of people went out?—A. Yes, and a great many people came in.

Q. I am not saying it is a fact, but it is claimed some ten or eleven thousand people odd left the service, and over twenty thousand odd were taken in?—A. Not in our department. It did not apply to our department particularly.

Q. Did you notice in your department there was a great increase during that year?—A. In the year 1914 there was a general distribution of seed grain and relief which necessitated our employing a great many people.

Q. That is the outside?—A. Yes, the outside service. On the inside service I do not think it affected the department to any extent. That referred almost exclusively to the outside service in all the departments.

Q. Under the old patronage system, if it were found that a member of parliament wanted to get a person into the service, and there was no position open for him, was one created for him? Has that ever been done?—A. Not in our department that I know of. There may have been a man put on, perhaps an extra homestead inspector

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put on, or something in the Immigration, which was then in the Interior Department. There may have been an extra inspector or deportation officer, but it did not amount to much in the aggregate as far as we were concerned.

*By Hon. Mr. Calder:*

Q. Have you any part-time employees?—A. Yes.

Q. Would you take them from the Commission?—A. Yes, I do not think the Civil Service Commission could help us a bit with part-time employees.

Q. What do you class as part-time employees?—A. When surveyors start out in the spring with their parties, they simply hire men for the season.

Q. They are seasonal employees?—A. Oh, yes.

Q. A man who works an hour or two a day, or a few hours?—A. We have sub-agents of Dominion Lands who are part-time employees.

Q. They get very small salaries?—A. From twenty-five to seventy-five dollars a month. The man is perhaps a real estate agent or insurance agent, or postmaster in one of the small towns.

Q. Would you take all the part-time employees, and all the seasonal employees from under the Commission?—A. Well, if we want a sub-agent on timber reserves, it is quite possible the Commission might select the same man as we would.

Q. There would be no objection to that?—A. No, but I do not think they help us a bit in the matter of seasonal employees.

Q. What about temporary employees for rush work?—A. They have given us lee-way now. We can put a man on for thirty days or a woman, and write to the Civil Service Commission and ask for a certificate for her or for somebody else. If the certificate gets out in thirty days, well, the thing is all right, and if it does not get out for thirty days or sixty days, that party has not got any money.

Q. If you require a temporary employee for the period of three months, and you are sure of that, or say not exceeding six months, you are quite certain the work will cease in six months?—A. Yes.

Q. Do you consider you should have the right, departmentally to make that temporary appointment without any?—A. There is a great deal of reason why we should, because we know exactly the class of work that person has to perform, and we are making it right in the town or village or district in which the work is required to be done, and we can get on just as well, I think. Our officer does not want to take an inefficient servant if he can get a qualified servant, and in that way I think we can make a selection as well as the Civil Service Commission, but I have no strong feeling in the matter at all.

Q. At the present time you have latitude for one month to make that appointment?—A. Yes, and three months in London—ninety days in London, England.

Q. Would it be better if the period of one month were extended, still leaving it with the Commission to extend it for three months say?—A. Yes, that would make it easier, but I think the Commission feel that in many cases they can perform the service in thirty days, but there are cases where they have not.

Q. You have not any strong objection to the present system so far as temporary employment is concerned?—A. No, I have not. I think if there are services the Commission can perform, if we are going to have a Civil Service Commission, if there are services they can perform just as well as we can and as expeditiously, I say let them keep that service, but the only objection I have to it as it is constituted now is that they are trying to do too much, and therefore there are delays and lapses. Here and there you need a big organization—

Q. Look at that Bill, and look at clause C of section 1. Objection was taken in the House to the effect that if the Bill passed just as it is worded there, that that expression "professional, scientific and technical officers employed for the performance of duties as such," it is too wide, it is too general, and that you would bring

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into that description a very large number of officials, accountants and bookkeepers, and all classes of inspectors, and any man could be classed as a technical man if you want to class him as such?—A. We have the Act operative from 1908 to 1918, and I do not think that charge was ever levelled at the Government or any of the heads of the Department, that anyone who was not a scientific or technical man was put into the service in that way.

Q. Can you think of any modification or check that might be put upon them?—A. Well, as to the professional man I do not think there is any difficulty about finding a professional man.

*By Mr. Griesbach:*

Q. What do you call a professional man?—A. Doctor, lawyer, or engineer.

Q. An architect?—A. Yes, I think he is a professional man.

Q. Dominion land surveyor?—A. Yes.

*By Hon. Mr. Calder:*

Q. Chartered accountant?—A. No. I would not call him a professional man.

*By Mr. Griesbach:*

Q. A professional man is one who has gone through a recognized course of training?—A. Yes, and some certificate of qualification.

Q. A chartered accountant would have that?—A. Yes.

Q. Would it be possible to designate by name what you call professional?—A. There is always the danger in naming of leaving someone out.

Q. You might exclude what you do not name?—A. Yes.

HON. MR. CALDER: You would have a list as long as the room. If Mr. Cory gave a list of all his scientific, professional men it would be a list of two or three hundred.

MR. GRIESBACH: Not a list of name, but a list of callings. I do not think there would be any difficulty about that.

HON. MR. CALDER: Take the astronomic branch. There would be the astronomer, assistant astronomer, junior astronomer, all professional men. Take the Geodetic Survey, we have a number of men, and the Hydrometric branch. Every one of these men is a technical man.

MR. GRIESBACH: I agree with that.

WITNESS: But in connection with the working of the English law they have "professional or those whose"—I have forgotten the word.

*By Hon. Mr. Calder:*

Q. Employment of a kindred nature?—A. No, but "whose qualifications are otherwise peculiar; professional or otherwise peculiar." That is all they have in the English law. That is capable of a great deal wider interpretation than the word used there.

Q. The whole tendency of this discussion and this law is to tie ourselves up with legislation and not leave discretionary appointment in the hands of those competent to exercise discretionary power?—A. I am always afraid of trying things, either by law or regulations. I think regulations are the most iniquitous things ever invented.

HON. MR. CALDER (Reading):—

"In case the head of the department to which a situation belongs, and the Treasury shall consider that the qualifications in respect of knowledge and ability deemed requisite for such situation, are wholly or in part professional, or otherwise peculiar, and not ordinarily to be required in the Civil Service, and the head of the department shall propose to appoint thereto a person who has acquired such qualifications in other pursuits, or in case the head of the department and the Treasury shall consider that it would be for the public

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interests that the prescribed examination and the rules in regard to age should be wholly or partially dispensed with, the Commissioners may, if they think fit, dispense with such examination, wholly or partially, and with such rules in regard to age, and may grant their certificate of qualification upon evidence satisfactory to them that the said person is fully qualified in respect of age, health, character and knowledge and ability."

*By Mr. Griesbach:*

Q. Well, that is all right. Let me ask you one or two questions. Is the fire rangers' services under your department?—A. Yes.

Q. The fire rangers are seasonal?—A. Some of them are; some of them are fire wardens, and they are permanent.

Q. But the head of the service is called the Chief Fire Ranger, or what is he called?—A. They have Supervisors, and then they have the Chief Fire Rangers, and then the Fire Rangers.

Q. The Chief Fire Ranger reports to you?—A. He reports to the head of the service, and the head of the service reports to me.

Q. But that man is responsible in that district for the performance of the duties?—Yes.

Q. Would you say that the service would be better served if that man had the power of appointments, and recommendations, and that it be taken out of the hands of the Civil Service?—Yes, I think so. I think any man who is in a position of the sort, who is responsible for carrying on a particular line of work, is better off if he can choose his own help, as he then feels it is his fault if he fails, and the fault of nobody else.

Q. Quite so. You are pinning the responsibility on him?—A. Yes.

Q. You can do that, if he has the power to make the recommendations?—A. Yes.

*By Mr. Cruise:*

Q. Supposing there is a fire, has he to apply to the Civil Service to get extra assistance?—A. No, they can order anybody to come and help put out a fire. He has general funds provided to him to cover the expense for that purpose.

*By Mr. Griesbach:*

Q. That is by virtue of his police powers?—A. Yes.

*By Mr. Cruise:*

Q. The fire ranger has the power to hire extra help?—A. Yes, but if we want a fire ranger for three months, we have to apply to the Civil Service Commission.

*By Mr. Griesbach:*

Q. The Chief Fire Ranger is often travelling over his district?—A. Yes.

Q. And he gets to know everybody?—A. I presume so.

Q. And he gets to know the qualifications or disqualifications for work of this kind among the people of his district?—A. Yes.

Q. Do you know of any man better qualified to make recommendations than the Chief Fire Ranger?—A. Not if he is a competent man. Of course, he is subject to the influence of those higher up, who keep suggesting this, that and the other man, but if he is a competent man, he certainly would know who the best men were.

Q. There is one question I asked of the witness who preceded you: Would you like to see the power of making recommendations or appointments a matter between the man and the department in which he is working, that is, that the power shall rest in the department to make the necessary appointment and the man so making them shall be held responsible?—A. Yes.

Q. I am satisfied, if his tenure of office should be so guaranteed that no one could influence him?—A. Yes.

*By the Chairman:*

Q. In the early part of your examination, you said there were some two hundred applications made to the Civil Service for positions?—A. Yes.

Q. For what class of labour?—A. Simply to fill vacancies.

Q. How do you manage through these periods when you have no response to your call?—A. As a matter of fact, we sometimes chase the devil around the bush. We can put on a temporary employee for thirty days, and then lay him off for one day, and then put him on for thirty days again.

Q. Do you regard the efficiency of your work as well maintained by adopting such a policy?—A. No, I do not think it is as well maintained as if we had a permanent official.

Q. If you had the power to make the appointment, it would be done in a much shorter time?—A. I think the Civil Service Commission should make the appointments quicker. I am quite willing that they should make them.

Q. I think it is a patent fact that it is due, as has already been said, to the fact that the Commission has more work than they are able to accomplish?—A. Yes, that is the great difficulty. It is not that they do not make them as well as we can. I would be very glad to let them make them.

The CHAIRMAN: Dr. Roche, have you any questions to ask?

Dr. ROCHE: I think I would like to throw a little light on some of the matters dealt with by Mr. Cory, so far as the concrete cases he has mentioned are concerned. For instance, he mentioned the selection for Dominion Land Surveyors for the season, and he stated he would be guided by the recommendations—

Hon. Mr. CALDER: I thought Dr. Roche was going to ask some questions. If he is going to make a statement, I suggest he be sworn.

Mr. GRIESBACH: Yes, in line with the fact that all the witnesses have been sworn.

Dr. W. J. ROCHE, Chairman, Civil Service Commission, sworn.

*By the Chairman:*

Q. Will you proceed with your statement, Doctor?—A. I know Mr. Cory is aware of the fact that when we are selecting our Dominion Land Surveyors—take, for instance, last year—we advertised for Dominion Land Surveyors, and we had the Surveyor General sitting with the Commission, in with the Commissioner's staff, and there was not one person appointed to his staff last year who did not meet with his approval, and his qualifications. They had requested during the past year that instead of having this position advertised every spring, inasmuch as there was a great deal of uncertainty amongst the staff, the position should be declared permanent. Heretofore, they have always been called in to the Surveyor General's office at the end of the season, to finish up their logs and make up their reports, and there has been, in the past, an interim of one, two or three months, between the termination of their field work, and the beginning of the next field season, and they thought if these positions could be made permanent, they could use these men as junior engineering clerks, or something like that, for all the year—for the balance of the season after they have finished their field work. The Commission acquiesced in that respect. So this year we again asked the Surveyor General to recommend those of his last year's staff who had given satisfaction, and who had been appointed by the Commission through competition, the returned soldiers having been given the preference last year.

On this occasion, the Surveyor General did come over, and sat in with myself and one of our examiners, and Mr. MacNeil, of the Great War Veterans' Association. We adopted the recommendations of the Surveyor General in every instance, excepting two or three I think, who were civilians and who were asked to be dis-

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placed in favour of returned soldiers who had the qualifications. It is true that they had three or four civilians who were competent, and whom the Surveyor General would like to have seen continued and their positions made permanent, but we allowed him to continue these men only in a seasonal capacity instead of making them permanent. He got his men, but just for the season. The other positions were filled by returned soldiers whom he recommended as being proficient, and we adopted in every instance his recommendation so the system which Mr. Cory mentioned, that he would be governed by the recommendations of a superior, is, in fact, in practice, and the returned soldier list is all exhausted, where the returned soldiers have the qualifications, before civilians are considered, even though the civilians sometimes had a little superior qualifications. I do not think the efficiency of the staff has been at all affected by reason of our procedure, unless it is an occasional complaint by some deputy of cases where, under the terms of the Civil Service Act, returned soldiers with minimum qualifications have taken positions over the heads of civilians with superior qualifications, and thereby the efficiency of the staff was reduced.

*By Hon. Mr. Calder:*

Q. Is that not the law?—A. Yes, that is the Soldiers' Preference Law. It is not our fault. We are merely carrying out the law.

*By Mr. Griesbach:*

Q. It appears the Surveyor General is responsible for these appointments?—A. He is always consulted, but we are responsible.

Q. You are assuming responsibility, but the Surveyor General is really the responsible party?—A. He is the man whom we consult, and who recommends every man whose services last year had proven satisfactory. We would not wish to put on a man whose services were reported by the Surveyor General as being unsatisfactory. I think there were one or two, probably no more, whose services were reported unsatisfactory, and their appointments were not made permanent.

Q. The result would be practically the same?—A. Excepting this, that under the system heretofore, I know by experience that sometimes there are men "wished" on the Surveyor General against his will through higher authorities.

Q. Political authorities?—A. Yes. Now, in regard to the Immigration Officer at Aberdeen. It is true there was considerable delay as the result of holding the examination before the giving of the notice, but the Commission is not responsible for all the delay that occurred in that instance. As a matter of fact, we were asked to hold this appointment in abeyance for a certain length of time by the department itself, because of the fact that the minister was in the West, and they desired to consult him upon a certain phase of the situation. I think the phase was that as a result of the examination there were two returned soldiers qualified, who possessed the necessary qualifications to place them upon the eligible list. The department expected to have another vacancy at Peterboro. Their regular official was being moved over I think to Amsterdam or some place on the continent, and they wanted to consult the minister about making another permanent appointment at Peterboro, and this department was asked to delay the appointment until the minister could be consulted, so as to know which of the men was to go to Peterboro and which should go to Aberdeen. I do claim, and I think I am correct from the information I received, that the efficiency of the department was not impaired to any extent by reason of the delay, for the reason that there was a competent man in charge of the Aberdeen office, placed in charge by Mr. Smith, the head of the Overseas Service. He, in fact, was an applicant for the position. The delay was not entirely all our fault, and in fact, as I say, we were asked to delay it until the minister's return. I think they wired him while he was in the West to get his views, but at any rate, I claim that the delay did not result in any embarrassment to the department because

the very man who was acting in the capacity of the agent at Aberdeen was the man whom Mr. Smith overseas desired to have appointed to that position, and therefore he must have considered that he was a competent man.

MR. CORY: He was the man who was the assistant to the Agent who had been there before. He had been there a great many years, and had grown up practically from messenger boy in the service, up to his present position.

WITNESS: Yes.

MR. CORY: I did not ask you to delay that appointment?

WITNESS: No. I think Mr. Featherstone visited the office. I do not know whether you were in the city or not at that time.

MR. CORY: There were not more than two or three days' delay, and as a matter of fact the appointment was made. The Minister will recall that when he was west in September and in October, the appointment was not made, or at least were not notified of it until November or December.

WITNESS: The man may not have reported for duty, although the information was imparted to the Department long before that.

MR. CORY: The notice I got was dated the 15th of December.

WITNESS: Sometimes it has happened that certificates for certain appointments do not issue for some time after.

HON. MR. CALDER: The only objection I heard to that appointment—of course I was in the Aberdeen office, and I met Mr. Murray, who was in charge there—and as Mr. Cory says, he has grown up with the office and I would judge would be a capable official, but the objection I heard to the appointment—I do not know whether it is true or not—is that afterwards you decided to appoint an Irishman and send him to Aberdeen to work among Scotchmen.

MR. CORY: I think his father happened to be Irish, and his mother was an Aberdonian.

WITNESS: I think our selection was agreeable to Mr. Cory.

MR. CORY: I had no objection to that. I did not say, Doctor, that there was any objection. It was simply a matter of a delay, when the Service suffered particularly.

WITNESS: Now, in regard to technical men: Mr. Cory seems to be of the impression that there are a number of men who will not apply as the result of the advertized position. That has not been our experience. From the highest to the lowest positions we have usually found no dearth of applicants, if the salary was sufficiently attractive; it matters not whether they were professional or not.

*By Mr. Griesbach:*

Q. It seems to me that while there would not be any dearth of applicants, there were a number of good men who would not apply?—A. Yes, we had excellent men who did apply.

Q. I will admit that you had excellent men who did apply, but you are not able to say that there were not other excellent men who did not apply?—A. No, not at all. It would be a difficult thing under any system—

Q. Does it not strike you, as a professional man, that the point made by Mr. Newcombe is well taken, that the man who is in business, or a professional man, or a technical man in business for himself, would very much dislike to take a chance on being turned down and doing harm to himself in his practice? Is it not a fact also that many men of this type are sensitive men, that their training and occupation and profession make them sensitive and disinclined to get in the hurly-burly of competition? Is that not a reasonable view to take, that such is the case?—A. In practice, I would not say it is. Section 21 of the 1908 Act contains the words of the English

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Act with this exception that it states "professional, technical or otherwise peculiar." To the word "peculiar" might be given a very broad interpretation.

Q. In England?—A. In Canada. It was a very confusing section, so much so that Sir Robert Borden in drawing up the Order in Council before the 1918 Act was passed by Parliament, provided that all appointments of a professional and technical character should be made after a competitive test. That section was eliminated in the new Act. A gentleman from the United States who came to address the Canadian Club in Ottawa here on the merit system in the United States informed us that the Attorney General of his State told him that every man, except himself, from the professional man down to the messenger, in his department, was selected on the merit system after competition, and that their experience over there warranted him in stating that they had an efficient staff, and that the professional men were not at all averse to applying for positions of that nature. I can understand Mr. Newcombe's position. As he stated, when he came into the service, many years before Civil Service reform was inaugurated, he was promised a free hand in the appointment of professional men in his department, and he has consistently held to that. But when we have advertised any professional position since this new law came into effect, we have always asked the deputy head of that department either to come himself or to send a competent representative from the department to sit with the Commission. All that the applicants have to do is, they fill out a questionnaire setting forth their experience of the particular branch of law that they have been in, and the answers are compared. There is no turmoil about it, no strife. They simply compare the experiences of the men applying. General Griesbach will admit that when a judgeship is vacant there is no dearth of applicants from among the legal men. There is competition but it is subrosa.

Mr. GRIESBACH: Yes, it subrosa.

Dr. ROCHE: It is subrosa, by pull or political influence with members of Parliament and Ministers of the Crown. Now, that is surely more undignified, that kind of competition, than the filling out of an application form setting forth your qualifications, your experience and recommendations and so on, and having it compared with those of your fellows who are applicants for the same position. Mr. Newcombe comes from Halifax, and is well acquainted with the legal men of Halifax. He would select only a good man; we admit that; but why should a man from Edmonton be debarred from a chance of application? Why should a man from Winnipeg not have his qualifications taken into consideration simply because he is a lawyer? Why should you submit the inferior employees to competition and have a favouritism, for that is what it is—in connection with professional or technical positions? It is the principle that we object to.

Q. The system is to treat applicants from all over Canada equally and fairly?—A. To get the most efficient men.

Q. As you put it on that basis, I may say that to my mind it is not a question of getting the most efficient men as it is of getting the most efficient service. I can quite believe that you may get the most brilliant lawyer in Canada to take a position under Mr. Newcombe, but they might quarrel with each other within a week, and the service would suffer!—A. Every appointment is probationary for six months.

Q. Immediately you get in eminent professional and technical men, you are in a different atmosphere altogether; you have to get people who will get along together and work together. You have to consider the question of temperament and the question of manners, and you do not examine them on temperament at all. In that kind of appointment it is well known—it has been talked about for years—that these men are temperamental. They have their opinions, their ideas and their views. But what we are after is the efficiency of the service. To my mind it is of far more importance to have the proper performance of duties and the efficiency of the service than to have the principle that the Civil Service is open to everybody in Canada. I do not attach much importance to that. I take the opposite view, that the efficiency of the service

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is the prime thing, and that incompatability of temper has to be considered. Mr. Newcombe said that the selection of his staff was not unlike the process which goes on in the selection of a partner in a law firm. That appealed to me at once. Amongst technical and professional men, amongst astronomers and men of that type, temperament is the very essence of the thing. Now, if we are going to proceed on the assumption that these appointments must be kept open to the whole of Canada, if that is to be the underlying principle, we are going to reduce the Civil Service in all branches to a low level of mediocrity in my judgment.

*By Hon. Mr. Calder:*

Q. What have you to say to that?—A. My reply to that is that we should not have an aristocracy in the Civil Service in Canada, a democratic country.

*By Mr. Griesbach:*

Q. You will always have an aristocracy of brains, and if you are not going to build up that aristocracy of brains, you are going to have a low level of mediocrity?—A. I think that General Griesbach has been long enough in public life to know that when there is a vacancy on a staff of professional or technical men, for a professional or technical man, there is no dearth of men seeking the position, and they seek it through influence, through personal interviews, through communications with the Deputy Minister as well as with the Minister. So long as human nature is what it is and what it always will be—it is the same in every civilized country—if a Minister has a particular friend whom he would like to aid, who probably is well qualified, and who brings all the pressure possible to bear on the Minister, the Minister will pass him on to his deputy and say, "Oh, put this man on your staff." First there is an incentive to add additional men to the staff when you leave it in the hands of the department, and secondly it eliminates competition. They will not all be as conscientious in deciding as Mr. Newcombe is, if they have the privilege of starting a man who is a personal friend of their own. If that system had not been abused in the past, there would not have been the agitation that there was in favour of the change in the Civil Service Act.

Q. We will take it as you put it. I agree with you that my experience is not unlike your own. I realize the seriousness to the service of the abuse of patronage. But what I am afraid of is that there will be far greater abuses if you have rock-ribbed cast-iron regulations for those particular appointments. The cure is going to be worse than the disease, and you have almost declared in the expression of your views that you are going to reduce the service to mediocrity in your attempt to make it democratic. I believe that that attempt to bind by regulations will in the end do the service more harm than even the abuse of patronage may have done because under patronage very distinguished men were brought into the service?—A. I am not denying that.

Q. We have never lacked distinguished men in the service, but under your methods you are getting a number of men to pass examinations and qualify, and they do the work in a sort of way. But you will never develop distinguished men?—A. We do not attempt an examination in connection with those professional men. It is just a comparison of their qualifications, of their experience, and so on to enable the department to be represented on the board of selection. I am afraid that if the present provision in the Bill dealing with technical and professional appointments is adopted it will shoot the Civil Service Act to pieces. Last night, I ran over in my mind a host of the positions that would be included as technical and professional positions. If that provision in the Bill should become law, every position in the Printing Bureau of a non-clerical character will be claimed to be a technical position. There you had a useful illustration of the effects of patronage. From the Printing Bureau we have let out over 400 men, and it is doing better work with 400 men less than it did before. The Minister and his deputy and members of Parliament were pestered to death by people seeking appointments in the Bureau. That sort of thing is an incentive to over-manning. Then all the lawyers in all the departments would come under that section as technical and professional. So would all the principals in the Department of Health,

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in the Immigration Branch and in all the other departments; all the civil engineers and other engineers; all the draughtsmen in the Dominion Land Surveyor's Branch, and scores of positions in the Department of Agriculture. Every chief of a branch on the Experimental Farms would claim to be a technical man, and nearly every non-clerical position in the Mines Branch, chemists, assistant-chemists, analysts, and scores of inspectors and supervisors in all departments, officials of the Forestry Branch, astronomers, meteorological experts, and so on; the numerous experts that they had in the Naval Service—you could go on almost indefinitely—they would all claim to be professional or technical. It would be a source of constant irritation and friction between the department and the Civil Service in deciding which was and which was not a technical position.

*By Hon. Mr. Calder:*

Q. Comparing our system here, inside and outside, with the system in the United States and in Great Britain, we seem to go very much further. Is it not true that in comparison with the federal system in the United States Parliament has cast upon the Commission the duty of filling all vacancies in the service. It was a huge task, and the question which arises in my mind is whether or not, as Mr. Cory has stated, we have gone too far, at least for the time being, in casting upon the Commission a duty which they cannot reasonably perform. You have more work than you can possibly attend to with your organization and your staff of experts, and that sort of thing, and as a consequence, the public service is suffering. Why should we go further than they have gone in Great Britain where they have been dealing with this problem for the last fifty years?—A. Why should we not?

Q. By taking from the Commission some of the work that they have at present in order that, as time goes on, the whole situation can be adjusted so as to remedy these things?—A. Well, Mr. Calder, if the Commission was given sufficient time to carry out the provisions of this Act, divorced from any subsidiary duties such as have been imposed upon us, and the great burden of work that we have had thrust upon us during the past three years has been the classification of the entire service, but that is drawing to a close; that was an immense task, and that has monopolized, you might say, a great deal of our attention, and probably has prevented us from devoting as much attention to working out improved methods in connection with filling positions of a technical or ordinary clerical nature—we would have had more time to devote our attention to the question of classification that has been dumped upon us at the present time. Personal appeals are now being imposed upon us. Within a few months that classification will be settled, and we will have more time, and if it is found that there is any position of the classification of the Civil Service, by reason of its impracticability, would be rendered less efficient under the Commission we would be only too pleased, and would be the first to recommend the exemption by the Governor in Council of that particular phase of it.

*By Mr. Griesbach:*

Q. Take the fire rangers; I was going to ask Mr. Cory if he did not think the whole of the fire rangers' department responsible for the proper performance of its duties. Give them the right to recommend the employment of these men, and the chief would hesitate before disagreeing with those recommendations; we would then be able to hold that men responsible in a larger degree than we can at present. He would make a good selection, a better selection than you could make in Ottawa?—A. I would like to know what is in your mind as to the Commission's methods at the present time.

Q. I do not know, but I know these people have to apply to the Civil Service Commission, and so far as the public and my constituents know, John Smith, in some remote part of the country is appointed by the Civil Service Commission. If it is done in that way I would like to know it?—A. That is just what I wish to clear up.

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I know there is a misconception amongst a great many people that they have to apply to the Commission, and to undergo some kind of a test. As a matter of fact, if anybody sends in an application applying for a position as fire ranger, we send that back to the department's representative.

Q. In that case the chief fire ranger?—A. Yes, they are given the power of local selection, advertising the same locally, applications to be sent in to the department representative of the district, and he makes practically his own selection and recommends who shall be appointed, with this additional precaution, that we have imposed upon them, namely, that they shall certify first, that these selections have been made irrespective of any favouritism, political or otherwise, and the returned soldiers have been given the preference.

Q. Would it not be much better if that were known? In the meantime you are carrying all the abuse that goes with these selections?—A. That is not our fault. It is because of the want of information. We give information to everybody who applies, and the department is quite well aware of the fact. They have practically their local selection.

Q. I do not care who makes the appointment, but I think in the interest of frankness, peace and harmony it should be made clear that that man has the actual appointment of those people, because at the present time the assertion is made that they are appointed here by men who do not know anything about the situation?—A. That is not so.

Q. That is the law?—A. No, that is the principle, namely, that the Civil Service Commission shall certify to the appointment of these men, but we act through certain machinery which we establish, and the machinery which we set up to see that favouritism is not exercised, and that competition is involved in connection with all such appointments, but the departmental representative is given latitude to make his selection of those who apply, to select the best, giving the returned soldier who happens to have the qualifications the preference, so that, so far as the work of the department is concerned, it is not rendered less efficient by reason of our procedure at all.

Mr. GRIESBACH: I think it is important that the actual responsibility should be definitely located.

Mr. H. J. MACKIE: Take, for instance, a mining rush up into a portion of the country under the jurisdiction of the Dominion fire rangers; it is found that a fire warden is immediately necessary in that district for safe-guarding from fires. If the department had to make application through the Civil Service Commission for a fire warden, and two or three months elapsed before the appointment was made, what is liable to happen in that country as the result of the delay?—A. Evidently you are not acquainted with the provisions of the present Act. The department can put on a man to-day and keep him there for thirty days without our permission at all. It is only after the employment has lasted for thirty days that we are asked to furnish a certificate. As a matter of fact, we can extend that time. In emergency appointments away from Ottawa the Civil Service Act provides that the department shall have the right to put on a man immediately, so that they do not have to wait.

*By Hon. Mr. Calder:*

Q. What provision is there in the present law regarding that?—A. Section 38 provides—and I am speaking in effect now—that where it is impracticable to apply the provisions of the Civil Service Act, the Civil Service Commission shall recommend to the Governor in Council the exemption of a particular class. I use that as an illustration to show the Commission is not grasping unnecessary work. Goodness knows, if they took away the whole outside service it would be a relief to us, but it is the principle of the thing we think would be unfortunate, but under that section of the Act the Commission found it would be better from the standpoint of the public service, rather than have constant irritation and friction going on between the department and the Commission, that the temporary appointments in connection with the Soldiers' Settlement Board should be removed from the operation of the

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Civil Service Act for two years. We recommended that until they could get down to their permanent establishment. The reason we did that was because the offices out West were taking on men and making promises of salaries that were beyond the salaries provided in the Civil Service Act, and we did not wish to be responsible for this. They would take on men without knowledge of their qualifications at all, so that we recommended to the Governor in Council the exemption of these employees, and we did the same with the Soldiers' Civil Re-establishment. If it is found that there is any other class where it would be better for the service to be dealt with in this way, where it is impracticable or practically impossible to apply the Act, we would only be too pleased to recommend the exemption of that class under that section of the Act, and it does not require an amendment to the Act at all. You may say why have you not done that in connection with the postmaster? Well, because we have not discovered that any fault was found by the department, or that our system is not practical and working out to advantage. If it had been otherwise we would have asked for the exemption of the postmaster. It is only necessary to state that out of some thirty-eight hundred postmasters appointed by the Civil Service Commission since February, 1913, there have not been complaints, directly or indirectly, made to the Civil Service Commission in more than one per cent of the cases. Can you find a system that can be devised by the mind of man where there is so little complaint? There are no doubt some complaints made that do not reach the Civil Service Commission, but they are of a political nature—that is the people here have not been educated up to the viewpoint that it is right and proper for any opponent of the Government to get any position, and therefore there has been in a locality some complaint about a man being appointed because he was a supporter of the Government, but you cannot help that in connection with appointments under the merit system so that I say that is one of the best illustrations to show the Act has not been operating to the detriment of the service. The Deputy Postmaster General has never complained that he is getting an inferior class of men, because we are utilizing his own officers, so that we can recommend the exemption of any class under the existing Act without amending it.

The CHAIRMAN: I think the matter opened up by Dr. Roche is a wide one, and we will have to consider it further.

Witness retired.

The Committee adjourned until 11 o'clock to-morrow.



SPECIAL COMMITTEE

ON

Bill No. 122

An Act To Amend The Civil  
Service Act, 1918

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MINUTES OF PROCEEDINGS AND EVIDENCE

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No. 3.—Tuesday, May 10, 1921

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Mr. A. Johnston, Deputy Minister of Marine and Fisheries—  
Examination. Page 55.

Hon. W. J. Roche, Chairman Civil Service Commission, Examination  
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SPECIAL COMMITTEE ON BILL No. 122, AN ACT TO AMEND THE CIVIL  
SERVICE ACT

MINUTES OF PROCEEDINGS

TUESDAY, May 10, 1921.

The Committee met at 11 o'clock a.m. Present, Messrs.: Spinney (in the Chair), Argue, Calder, Cruise, Charters, Currie, Euler, Griesbach, Gauthier, Johnston, Scott, Kennedy (Glengarry) and Thompson (Yukon)—13.

The minutes of the last meeting were read and confirmed.

A synopsis of the correspondence received by the Committee was read and directions given the secretary to reply to same.

The correspondence addressed to the Chairman was referred to the Sub-committee.

Messrs.: W. W. Cory, A. Johnston and Roche were in attendance.

Mr. Alex. Johnston, Deputy Minister of Marine and Fisheries was called, sworn and examined by several members of the Committee.

Witness retired.

The Committee adjourned at 1 o'clock, p.m., till 8.30 in the evening.

E. K. SPINNEY,  
*Chairman.*

## MINUTES OF EVIDENCE

TUESDAY, May 10, 1921.

The Special Committee appointed to consider Bill No. 122, an Act to amend the Civil Service Act, 1918, met at 11 o'clock, Hon. Mr. Spimney, the Chairman, presiding.

Mr. ALEXANDER JOHNSTON, Deputy Minister of Marine and Fisheries, sworn.

*By the Chairman:*

Q. You are the Deputy Minister of Marine and Fisheries?—A. Yes.

Q. How long have you been in that position?—A. Since 1910. Eleven years.

Q. The object of calling you is to give the Committee your experience in regard to the appointment of officials in your department under the present system, also to deal with the question of promotions. We will be glad to have your report?—A. Well, Mr. Chairman, I had the advantage of hearing the testimony given by the Deputy Minister of Justice and by the Deputy Minister of the Interior. They so correctly and accurately represent my view with respect to the Civil Service Commission that I would be almost wasting your time if I were to repeat, because anything I would say would be in substance a repetition of what they have said with respect to the general operation of the work of the Commission. I am prepared to repeat, as I say, in substance, what Mr. Newcombe and Mr. Cory have said, that in my judgment, the operations of the Commission while they may be beneficial in some respects, that is, in so far as appointments of a clerical nature here at headquarters are concerned, it has very great advantages and has my own approval. Interference by the Commission and the extension of the powers of the Commission to other branches of the service, outside and inside, has not at all events in my judgment resulted in any benefit to the public service, but on the contrary, in my view at all events, it has been disadvantageous to the public service. I was going to suggest, if I might, that this Bill now engaging the attention of the Committee should be enlarged to include some classes of employees that do not seem to be covered by the proposed amendment. If this is the proper time to make that suggestion I will make it and give my reason for asking that certain employees, more particularly in the outside service should be included.

Mr. CURRIE: I think, Mr. Johnston, that this is the time. We are dealing with the Bill now. I was going to ask in respect to section 1 of the Bill, subsection (a), subsection (b) and subsection (c); that completes the subsections of the Bill. I was going to suggest that a further subsection (c) should be added to cover lighthouse keepers and engineers on the fog alarms, if it should be decided that the latter are not covered by subsection (c).

*By Hon. Mr. Calder:*

Q. Engineers of what?—A. Engineers of fog alarms. We have at various places on several coasts and on the lakes, fog alarms, the keepers of which must necessarily have some qualifications. Now whether this would be sufficiently covered by subsection (c) or not, but if it is not I would ask that lighthouse keepers and engineers of fog alarms—they are usually combined. Fog alarms are usually attached to light stations under the jurisdiction of some one particular person.

Q. Just a moment there. If I understood you correctly, your first suggestion was that the entire outside service be taken from under the Commission?—A. I am not going to suggest the entire outside service. I am not going to go that far. I am going to suggest in the course of my observations there are some classes of servants attached to the several agencies of the department throughout the country that might very well, as far as we are concerned, remain under the Civil Service Commission, though I am quite unable to see that any substantial advantage to the public service is gained by having the appointments made by the Civil Service Commission.

*By Mr. Thompson (Yukon):*

Q. I would like to ask Mr. Johnston to give us a definition as to what he means when he refers to the Outside Service and the Inside Service?—A. Well what I mean by the Inside Service is that I have particular reference to those employed by the department here.

Q. In Ottawa?—A. Yes, in Ottawa, here.

*By Mr. Currie:*

Q. That is the old designation?—A. Yes.

Q. And everybody else outside of Ottawa in all departments is Outside Service?—A. Yes.

*By Mr. Griesbach:*

Q. That is not my understanding, though of what it is now, because there are establishments of the Government, not perhaps in your department, but in other departments where they have a large staff of people. You don't call, for instance the employees in a large post office outside service?—A. Not with us now, but prior to the going into operation of the present Civil Service Act everybody outside of head-quarters here was in the outside service.

Q. When you say outside service now, what do you mean to-day?—A. There is no outside service now.

Q. I beg your pardon?—A. There is no outside service now practically. The crews on the vessels operated by the department are practically the only employees that the department is permitted to employ now, and labourers employed at the Sorel shipyards are employed directly by the department at the present time, and some classes of manual labour, that is people employed from day to day as they may be required at the several agencies. Those are being employed by the department directly to-day.

Q. Without the intervention of the Civil Service Commission?—A. Without the intervention of the Civil Service Commission.

Q. What Dr. Thompson wishes to get at, and what I would like to get at, if we are going to use the term Inside Service and the term Outside Service, we ought to have it determined just what is meant by that term?—A. My understanding is that a man in the office is an inside man under the present administration.

Q. And a man outside is more or less in the outside service?—A. No, not exactly that, but it is the general idea, the seasonal employees and all those people are outside service people.

Mr. CURRIE: My suggestion is we better stick to the old designation when we refer to the inside or the outside service. I would suggest it is only comparative now and we should stick to the old terminology.

Hon. Mr. CALDER: All persons employed here before the present law came into force, all persons employed in the department in Ottawa were classed as inside service, and those employed outside in the country were classed as outside service. They may be employed in clerical work.

[Mr. Alexander Johnston.]



WITNESS: There were these exceptions, a man might work at Ottawa and be paid out of a vote that applied to work carried on outside. He was considered to be on the outside, although he was here in the office in Ottawa.

Q. Give an illustration?—A. We carried in that Immigration Civil Service Vote some twenty odd employees that were paid for carrying on work outside of the country. In a sense they should have been on the inside service because they were here working in Ottawa. A number of these discrepancies have been cleared up in the last two years.

Q. Mr. Johnston in his department would have certain officials right here in Ottawa paid out of the appropriation that applied to outside work, and they were not carried on what was called commonly here the inside service.

Mr. GRIESBACH: There can be no real difference in the service that should be rendered.

Hon. Mr. CALDER: The distinction has been eliminated under the present law. They are all civil servants.

Mr. GRIESBACH: We should not use the term at all.

Hon. Mr. CALDER: Expression is given to this view that what was the outside service before should be taken from under the Commission. When we use that term, the outside service, we mean all employees outside of Ottawa generally. There may be a few exceptions to this.

Mr. GRIESBACH: I think that is a very logical view to carry out.

Mr. THOMPSON (Yukon): That would mean that permanent employees of the Government who were not employed at Ottawa would belong to the outside service.

Mr. GRIESBACH: I think it is a very dangerous term to use.

Mr. THOMPSON (Yukon): That is why it was so confusing to me.

The CHAIRMAN: That is interesting now.

Hon. Mr. CALDER: All your fishery inspectors, all your land inspectors, all your immigration officials, all your geological men, working out in the field, all belonged to the outside service. I mean in Victoria, or Hamilton, or anywhere else, were all in the outside service. Under the old law none of them came under the jurisdiction of the Commission. Mr. Johnston, in his preliminary remarks, rather intimated he would favour taking the entire outside service, as it used to be called, from under the jurisdiction of the Civil Service Commission.

Mr. GRIESBACH: I think it is a good term to leave alone.

Hon. Mr. CALDER: Mr. Johnston was giving us a statement of the classes in the department, both in the inside and outside service, as it used to be called, that should be taken from under the jurisdiction of the Commission.

WITNESS: Yes, and I suggested lighthouse-keepers and engineers of fog signals. From our experience during the past year or two we are able to give I think evidence that will be most conclusive that it is desirable in the interest of the public service that the appointments of lighthouse-keepers and the appointment of those engineers of fog alarms should be in the hands of the department and the minister.

Q. Take your lighthouse keepers?—A. Take the lighthouse-keepers. As the members of the Committee will know, most of the lights are situated at isolated stations where at times, for various reasons, one reason being that the remuneration or the pay of the lighthouse-keeper is somewhat small and it is difficult to get the right men for the positions and it very often happens at many stations that a man living close to the light station is the only man who can be prevailed upon to accept the position. Now what happened theretofore when a vacancy arose was that we made the best shift we could to get a suitable person in the immediate vicinity of the light. We saw no very useful purpose in advertising, and as a matter of fact there was no advertising for applicants to fill this particular position.

[Mr. Alexander Johnston.]

Q. That is under the old condition of affairs when the department made the appointment?—A. Yes. Suggestions were made to us, names of suitable candidates for the position were submitted to us and from the names submitted to us we made a selection very often from what the department considered the most suitable person for the filling of the position.

Q. Who would submit those names?—A. Those names would be submitted from several quarters, usually submitted all down through the year by supporters of the Government. That has been the custom from Confederation down.

Q. Local people who knew the conditions?—A. Yes, who knew the conditions and knew the man.

Q. Give me a case of an isolated lighthouse?—A. There are so many. You go down to Lake Ontario here and take a small island off of Prince Edward, the Main Ducks.

Q. Suppose a lighthouse-keeper resigned or died, what steps in the old days would you take to have that filled?—A. We would immediately get in touch with our agent at Prescott, Captain Taylor at the present time, and we would ascertain from him whether he knew of any suitable person, and in addition it always becomes known in every locality—I have never known of a position becoming vacant that did not very readily become known in the locality where the position became vacant, and in nearly every case that I can recollect representations were made to us as to the qualifications of certain people, one, two, three or four or five, as the case may be.

Q. Those representations would come in fairly quickly?—A. Yes, they will, fairly quickly, and from among the number thus submitted Captain Taylor or a representative from the Commissioner of Lights office would get in touch with the several persons so nominated and would reach some conclusion with respect to one or more of those applicants. His conclusions would be reported to me and in turn reported to the minister, as a result of which an appointment would be made.

*By the Chairman:*

Q. The efficiency of the service was protected in that way by your officials?—A. In my judgment absolutely protected.

*By Hon. Mr. Calder:*

Q. How does the present system interfere with the administration of the department?—A. Under the present system we would have to report to the Civil Service Commission that a vacancy had taken place. The Civil Service Commission in turn themselves say "We have to advertise for a certain period of time." In the meantime we have to make temporary provision for filling the position because the light must be kept going no matter what happens here or elsewhere. That position may be advertised for thirty days. In the meantime applications are received; they are all submitted to the department, all received at the department. They are considered by the Commissioner of Lights and his staff and the Commissioner of Lights and his staff uses his judgment and selects from among the applicants for the position a certain person. He reports to the Civil Service Commission, and the Civil Service Commission almost invariably—it takes a long time in many cases, but in the end I don't think there is one single case in our department where the selection of the Commissioner of Lights has not been accepted.

Q. Your argument is that you might save that delay?—A. Absolutely, and save the expense. All that has happened in the meantime is that there have been long delays, and that there have been innumerable letters that have served absolutely no useful purpose beyond occupying the time of quite a number of people in our department and necessarily a similar number in the Civil Service Commission.

Q. With this possible exception that under this system the advertisement appears, and every person who has a desire to apply is given an opportunity?—A. I quite agree.

[Mr. Alexander Johnston.] /

Q. That is really the only difference?—A. If that be an advantage it has that. But it has another disadvantage that as the system has become known we find it extremely difficult when a vacancy occurs now to get anybody who will come along to fill the position temporarily unless we pay him from the outset until such time as we are in position to make his position permanent a very much larger wage than we would pay him if we were in position to proceed immediately and make the position permanent.

*By Mr. Charters:*

Q. Do you state the salary in the advertisement you publish?—A. Yes, we do, and the salary is very small and the result now is that we have difficulty, as I said, in getting anybody to take the temporary appointment unless we pay him whatever he may regard as the prevailing rate of wages in the particular district in which he resides and sometimes more. Now that is the position with respect to light keepers. Now, I will give you an instance: We required on Sable Island—if you want an isolated place that enjoys the distinction of being very isolated. We wanted a light keeper there. It was very difficult to get people to go to live on Sable Island and I always wonder how it is we get anybody to go and live there. Well, we approached the Civil Service Commission. The Civil Service Commission said: "What you ought to call these people are boatmen." We run Sable Island under the name of a humane establishment. We keep a crew on Sable Island in addition to attending to the lights; we keep a crew to extend aid to any shipwreck that may happen to take place.

*By Mr. Currie:*

Q. The Sable Island you refer to is Sable Island off Halifax harbour, away out on the ocean?—A. Yes. It is commonly known as the Graveyard of the Atlantic.

*By Mr. Griesbach:*

Q. How long is it?—A. It is a sand bar about 10 or 12 miles long.

*By Hon. Mr. Calder:*

Q. Nobody living there?—A. Except the people we keep there.

*By Mr. Currie:*

Q. You keep a lifeboat crew and a life crew?—A. Yes. Well, the Civil Service Commission got the idea they ought to call these men boatmen. I never attach much importance to what people who are doing work are called; so long as they do the work I don't care what they are called. I don't attach any great importance to titles. I said: "All right, I don't care what you call them, so long as we get them," and we finally told the Civil Service Commission that the agent at Halifax had secured a good man who was prepared to go to Sable Island because he had relatives on the island, and he was a good man. But they said, "You will have to advertise." Well, we advertised and we got no applicants.

*By Mr. Griesbach:*

Got what?—A. Got no applicants, because nobody were tumbling over themselves to get a position down on Sable Island, and finding that the service had to be maintained and the light kept going we sent this man to Sable Island and for upwards of a year we were endeavouring to get his appointment made permanent, but we never succeeded in getting the appointment made permanent, and finally after the expiration of more than a year somebody in the Civil Service Commission who did not understand the situation—and I want to make this very clear; I am satisfied that if it were possible for these matters to come under the observation of the Commissioners

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themselves, and under the observation of the Secretary of the Commission, who has a very clear understanding of the requirements of the public service, these difficulties would not occur, but there are so many of these details that it is absolutely impossible for them to come under the observation of the Commissioners or the Secretary. They come under the observation of people in the Civil Service Commission whom I contend have no conception at all, and in my judgment never will have any conception of some of the requirements of the public service; and in proof of that in connection with this very particular matter, the Civil Service Commission after more than a year sends down a letter prepared unquestionably by somebody who had no conception of what the requirements of the service were, and said, that inasmuch as the crews of vessels were now appointed by the department it was not necessary for them to take any further steps towards the appointment of these boatmen on Sable Island, presumably regarding Sable Island as a vessel that moved at will from place to place on the Atlantic ocean. That is an instance of the delays that can take place, and for that reason I am fully persuaded that it would be to the distinct advantage of the service if the matter were left entirely in the hands of the department, because as a matter of fact the matter is to-day in the hands of the department, because as I say I know of no single case where the selection made by the department has been rejected.

Similarly with fog alarm engineers. They are mechanical men, and the men in the Civil Service Commission who had been assigned to deal with these matters are not in position to know whether a man is qualified for that position or not. The technical men in the Commissioner of Lights Department at present are the people alone who can determine whether a particular candidate has the necessary qualifications to put him in charge of an alarm station. These are expensive institutions. There is expensive and very delicate machinery there, and it requires qualifications that should be determined by people who are capable of determining those qualifications.

*By Mr. Currie:*

Q. In a fog alarm station, Mr. Johnston, there are gas engines, delicate gas engines?—A. Yes.

Q. Pumping compressed air?—A. Yes.

Q. And this compressed air is released by clock work?—A. Yes.

Q. And a man has to be a technical man?—A. Yes. And these diaphones are of very delicate mechanism, and it is of the very greatest possible importance that these stations shall always be maintained in a highly efficient manner. I think I have said enough on that. Now we come to the question of harbour masters, of which there are quite a number throughout the country. Harbour masters are officials appointed, who are paid by fees, who receive very small remunerations. I venture to think that there are a good many harbour masters appointed by our department in the different parts of the country who do not get \$25 a year; yet they are serving a useful purpose in the proper handling of traffic wherever there is traffic, and the Canada Shipping Act of course provides for the appointment of those officials. Now, it is very difficult sometimes to get anybody who will undertake the work, because there is really no remuneration in it, and in the olden days we simply went around very often begging for suitable people and we were glad to get them no matter where we got them. He first must be properly located, because anybody who is located at any distance from the harbour is not going to touch it. So location is a very considerable factor in obtaining anybody who will accept this position. But under the present arrangement we have to advertise. Very often you get no returns, sometimes you do, and it sometimes happens that when an appointment is made—I have one particular case in mind now where a man was selected after some considerable difficulty in getting a man who would undertake the work. This fact was reported to the Civil Service Commission

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and the Civil Service Commission in turn submitted a very large draft of the forms they had to be sent to this officer who was accepting this office more as a favour to the department than as a favour to himself, and these forms required the officer to give a whole lot of information about himself and all that sort of thing, and he hurled the whole thing back. He said "I don't propose to write my life history for the sake of accepting a position of this kind where I thought I was doing a service to the department." In so far as these officers are concerned I am again satisfied no very useful purpose is being served by having the appointment made by the Civil Service Commission because the burden largely rests upon the department in any case of finding suitable persons.

Q. You have just as many facilities for finding out these suitable persons?—A. We have more.

Q. Because you are in touch with the outside work all the time?—A. Because we have the added advantage of knowing what we require, and knowing the work the harbour master has to do. And what I have said with respect to harbour masters, applies in exactly the same way in regard to wharfingers. They are paid by small fees in the same way; the remuneration in the large majority of cases being very, very small and there are not a few places throughout Canada where we have been absolutely unable to get anybody to accept the position at all with the result that there are to-day in his country a very considerable number of wharves to which are attached no wharfingers at all.

Q. Valuable property standing without anybody looking after it?—A. Yes. I was going to have paragraph (f) to include harbour masters: paragraph (g) wharfingers.

*By Mr. Griesbach:*

Q. Why not put it in the same paragraph?—A. Well, all right (g) ships: We have to have at different places throughout the country under the provisions of the Canada Shipping Act men who will be prepared to measure ships, any ship that is about being completed, the ship has to be measured in order that the ship may be properly documented.

Q. That is to say her tonnage and all her description can be registered properly, and these men have to know how to do it?—A. Yes.

*By Hon. Mr. Calder:*

Q. Are they paid on a fee basis?—A. Usually the remuneration is so small that we have very great difficulty in getting anybody. Our best chance always is if we can find somebody attached to the Customs service at the different ports who has the necessary qualifications to enable him to look after this business of measuring ships. It may not be regarded as a very important service generally, but it is important from time to time to those persons who are engaged in the business of building ships and it must be attended to.

*By Mr. Currie:*

Q. It is very important to the shipowner that his ship shall be properly measured because wharfage dues in many ports are charged according to the tonnage.—A. All wharf dues no matter where she goes is determined on tonnage. Then we have a class of employees in the Meteorological Department. At different places throughout the country we have stations where we pay a small fee of anywhere from \$50 to \$100 a year. These officers go around and hire the services of some bright intelligent person to take weather observations and report these.

*By Hon. Mr. Calder:*

Q. Might we sum the whole thing up in this way, because you are dealing with men who do not give their entire time to the service it is difficult to secure those

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people?—A. Every one of those, with the exception of a number of light keepers. Now we have a number of light keepers who give their whole time.

Q. In so far as a part-time employee, and by that I mean the man who does not give his entire time to the service, usually receives a small remuneration. Your argument is that all of that class should be taken from under the Commission?—A. Yes.

Q. In addition to that you suggest that all light keepers, whether part-time or not, should be taken from under the Commission?—A. I do, and I feel very strongly about it, purely in the interest of the light-house service, which is an important service.

*By Mr. Currie:*

Q. There is the volunteer lifeboat service too?—A. The life-saving service, so-called, had been under the Department of Naval Service for a good many years, but last fall it was transferred to our department. I have not been able to overtake that service as fully as I would like to have done, but certain it is that the employment of these men also ought to be left in the hands of the department.

*By Mr. Griesbach:*

Q. Let me discuss another point with you: You are responsible for the protection of inland fisheries?—A. Yes.

Q. Your system is to have the inspectors of the different provinces under your overseers?—A. Yes.

Q. Do you hold the inspector of the district responsible for the administration of his district?—A. Yes, we do.

Q. What part does he play in the appointment of overseers in his district, if any?—A. Well, he does play at the present time an important part in connection with overseers. I understand the superintendence of fisheries, and here also I speak with some little hesitation by reason of the fact that the Fisheries Service was only recently transferred to our department, but years ago, up to 1914, the Fisheries Service was administered by our department, but in 1914 it was transferred to the Naval Service and in the meantime I got out of touch a very great deal with the service, and it is only lately that I have commenced to pick up the threads of the Fisheries Service, but the Superintendent of Fisheries tells me he has an arrangement with the Civil Service Commission by which he makes the salaries and the Civil Service Commission approves them. Now he has 241 fishery guardians. Those fishery guardians are selected very largely on the recommendation of the fisheries inspector in a particular district.

*By Hon. Mr. Calder:*

Q. Are they on annual salary?—A. Yes.

Q. Give all their time to the service?—A. Then he has 521 hatchery employees. He has the same arrangement with respect to those.

*By Mr. Currie:*

Q. They are advertised. The Civil Service advertises for them. They did last year?—A. For the hatchery employees.

Q. Yes for the men who run the pumps, and so on?—A. He has permanent employees and temporary employees. All the permanent employees of course are advertised, but he has 525 what he calls temporary employees.

*By Hon. Mr. Calder:*

Q. Day labour men?—A. Yes, they are part-time men. They are not employed all the year around. They are only required while the hatchery is in operation.

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*By Mr. Griesbach:*

Q. In connection with the appointment of Fishery Overseers, we don't need to look for applications or appointments to the Civil Service Commission at all, but look to you?—A. Look to us. I would suggest, if I might with propriety do so, that if the Committee should require more particular information with respect to the Fisheries Service, that the Superintendent of Fisheries, who is more familiar with the intimate workings of the department than I should be able to give, that he might be called.

Q. Was there any objection at any time to making a frank statement on the part of the Civil Service Commission of precisely what the arrangement was? You know of no reason why they should not have frankly stated what the arrangement was when asked?—A. No, no reason at all. I am satisfied the Civil Service Commission were anxious and willing to make any arrangement with respect to those fisheries officers that would be regarded as satisfactory and would expedite the public business.

Q. The situation is in regard to those appointments the Civil Service Commission does not function at all?—A. It functions as I understand it only to the extent of approving what has been done by the department.

Q. What has been done?—A. What has been done.

Q. By the department?—A. Yes.

Q. The Civil Service Commission is practically eliminated with respect to those appointments?—A. Practically, only as I say—

*By Hon. Mr. Calder:*

Q. They finally put their stamp of approval on it?—A. Yes.

*By Mr. Gauthier:*

Q. If I understand well, when the Commission does not interfere with your department, you have no complaint against the Civil Service Commission?—A. No, I have not. In the case of the officers that are appointed by the Civil Service Commission in connection with fisheries, delays have occurred. The Superintendent of Fisheries points out to me that on the 6th of December, 1919, the Civil Service Commission was advised that the Fisheries Inspector in Pictou, Nova Scotia, was being retired, was leaving the service, and he asked that immediate steps be taken to have the position filled. That position was filled on the 27th of April, 1921.

*By Hon. Mr. Calder:*

Q. Was that the case referred to by Mr. Duff at Lunenburg?—A. No, the Lunenburg situation—that officer was asked for—the Civil Service Commission was asked on the 15th of December, 1920, and the position was filled on the 28th of April, 1921.

Q. The other one took a year and a half?—A. December 6th, 1919 to April 20, 1921.

Q. Have you any knowledge of the cause of the delay?—A. No, I have not got such knowledge as would warrant me making any statement about it.

Q. What is the effect of those delays on the service?—A. The effects are necessarily bad.

Q. Why?—A. If a fishery inspectory is necessary, and he is necessary, if the proper attention is given to the administration of the Fisheries Act and regulations, he ought to be there; he ought to be attending to his work; he ought to be seeing to it that the Fisheries Act and regulations are being properly lived up to in his particular district.

Q. Are you suggesting that the appointment of the fishery inspectors should also be taken from under the Commission?—A. Well, I have not gone that far, but I am satisfied with the limited knowledge that I have already acquired with respect to the

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workings of the Fisheries Department that it would be advantageous, at least that no disadvantage would accrue to the Fisheries Service if the appointments were in the hands of the Department.

Q. Are there any other classes you suggest to take from under the Civil Service Commission? You have mentioned about six or seven classes, so far?—A. No. I have not. I was going to suggest the steamship inspection service, but I take it that would be covered by clause C, professional, scientific and theoretical officers employed for the performance of duties as such. If there should be any doubt at all that that does not cover our steamship inspection service, I would certainly insist that, because here again is a very particular case in our department where those who have been assigned by the Civil Service Commission to deal with this particular service demonstrated very early in the game that they were absolutely and totally incapable of ever appreciating what the requirements of the steamship inspection service were, and from the first until to-day they have not shown the slightest indication of a possibility to learn what it is that is required.

Q. Are you referring to the staff of the Civil Service Commission that deal with the work?—A. Yes, and not to the Commission. Because I am satisfied it is impossible and I am satisfied the Commission has not found it possible to give to this matter the attention which in our judgment it requires.

Q. Your argument in that line—you have mentioned it two or three times—is to the effect that the Civil Service Commission—I am speaking of the Commission themselves—have too much work to do, that they cannot overtake it?—A. That it is physically impossible for them to deal with the work they have to handle, absolutely, and the people, I am quite satisfied, in good faith, whom they have appointed to attend to this work do not understand it and they never will understand it. I confess myself, notwithstanding my eleven years association with the Service that I do not understand it well enough. It requires high class men to understand it. Take in Toronto, we were for upwards of a year endeavouring to get our steamship inspection service put in good shape.

*By Mr. Currie:*

Q. It is not fixed up yet?—A. It is not fixed up yet, and here is a notification we finally got after practically a year's struggle with this problem of getting the steamship inspection service in Toronto fixed, a notice on the 29th of April, 1921, by somebody in the Civil Service Commission that we were being sent a list of titles covering this, that and the other thing. Here is service 30A "J. Dodds, Steamship Inspector, new class, title eliminated." Well John Dodds was retired from the service long ago.

Q. He is not dead?—A. No. Then the next man we were told who was to function in Toronto was William Evans. His new title was to be senior steamship inspector. William Evans retired from the service over a year ago. The next was J. D. Stuart, Steamship Inspector. His new title was to be steamship inspector general. Well, Jimmy Stuart is all right, he is there; he is doing his work. The next was G. M. Arnold; his old class title was steamship inspector, and his new class title was steamship inspector general. Arnold was dead over six months when this appointment was made. These are some of the difficulties that have arisen in connection with the steamship inspection service. I have only to add in that connection that when the salaries were being classified of the principal technical officer in our department, the Civil Service Commission with the Board of Hearing classified this at a salary of \$4,020 to \$4,500. I am not going to question whether or not it is a proper value to put on that service, but I do say and say most emphatically that it is not a proper value to put upon the service when the chief engineer in our department is placed in a class from \$4,800 to \$5,400, when another engineer in the department is placed at \$4,200 to \$4,800, and when another technical officer in the department is put from \$4,800 to \$5,400.

[Mr. Alexander Johnston.]

*By Hon. Mr. Calder:*

Q. You claim that man when you take into consideration his responsibilities and duties should have had a higher salary in comparison with those others?—A. I am not going to say he should have higher, but I do say, and I say it with all the force I can possibly command that he ought to be classed as high as any technical officer in our service, and that if anybody were dealing with it who understood the most elementary principles of what he is required to do he would have been so classed. That is my judgment on that and I feel keenly about it. There are four officers in our department that I regard as of equal rank. For instance, Fraser, Forneret, Macdonald and MacPhail. Fraser is the Chief Engineer; MacPhail is the Chief of Lights; Forneret is in charge of the St. Lawrence Ship Channel; Macdonald is in charge of Steamship Inspection, MacPhail understands his work well; he is a graduate of Queen's University, comes from a highly technically trained family and is put down at a minimum salary of from \$3,600 to \$4,200. B. H. Fraser, with all respect, is performing no more important service and is ranked at a maximum of \$5,400. I say it is because of an absolute incapacity to understand just exactly what was required, and the importance of the service that was being performed and with that the Civil Service Commission as a Commission have had nothing to do. Men have sat in judgment upon those people who were not competent to sit in judgment upon the merits of their work.

*By Mr. Currie:*

Q. You agree that in section (c) should be included, professional, scientific and technical officers, employed for the performance of duties as such? The Commission so far has failed in your regard to function properly in respect to those people?—A. Yes, they have.

Q. This is something that ought to be corrected? About the steamships. Do they appoint the captains now?—A. No, the department has been given the power to select the crews for the various steamers.

*By Hon. Mr. Calder:*

Q. Does that include engineers, stewards, mates and sailors?—A. Yes.

Q. Everybody employed on the ship?—A. Yes, in connection with the operation of our vessels.

*By Mr. Currie:*

Q. Under the Act they were supposed to do that, but they passed the matter over to you?—A. Yes.

*By Hon. Mr. Calder:*

Q. What classes would be left so far as your outside service is concerned, what classes would be left with the Commission?—A. At the various agencies of the department—we have an agency at Halifax, St. John, Quebec, Montreal, Prescott, at Parry Sound, at Victoria, B.C., we have agencies there where there is a clerical staff employed. So far as I am concerned I am perfectly satisfied to leave the clerical staff employed in these agencies in the hands of the Civil Service Commission.

Q. You heard Mr. Cory's evidence yesterday?—A. Yes.

Q. He suggested in so far as his outside offices were concerned, that the chief man in charge, if I remember rightly, and his first assistant should be appointed directly by the department. So far as the balance of the staff was concerned he would leave it with the Commission?—A. When it comes to the question of the selection of an agent I am quite sure we have not got in our department any assistant agents. We just have an agent. In so far as the selection of an agent is concerned I would say unhesitatingly that the department is in a very much better position to make a selection of a proper and suitable person for agent than the Civil Service Commission could do.

[Mr. Alexander Johnston.]



Q. Would you make any other exceptions so far as these positions are concerned outside of the agent?—A. No, not necessarily beyond saying that I am satisfied that we could do the work reasonably well ourselves, but I am not going to suggest for a moment the Civil Service Commission has not done this work all right and will not do it all right.

Q. Outside of those agencies you have men like your Chief Fishery Inspectors over certain areas?—A. Yes.

Q. If I understood Mr. Cory correctly, his suggestion was in so far as your Chief Officers who are responsible to the department for the proper discharge of their public duty are concerned, that all those chief officers, no matter by what name they are designated, should be appointed direct by the department?—A. As a matter of fact I had fully intended asking that that should be done, were it not for the fact that the Superintendent of Fisheries during the last day or two has satisfied me that the department is actually doing that now.

*By Mr. Currie:*

Q. Don't you think it would be better to have it embodied in the paper and not as a matter of incident?—A. I think it would.

Q. Might I ask another question: With reference to promotions in your department has any evidence been taken?

Hon. Mr. CALDER: No. I was just going to ask him that.

Q. You heard the evidence of Mr. Newcombe and Mr. Cory with reference to the question of promotions?—A. Yes.

Q. Let us take it that way. Do you agree or differ from the evidence they gave?—A. Well, I agree that the evidence given by both Mr. Cory and Mr. Newcombe is the way I rather feel about it myself, I am rather indifferent to-day really, because I learned sometime ago that when I did have anything to do with promotions I don't think I was very successful in satisfying the service to any great extent, that is, so far as the members of the service are concerned, and if the Civil Service Commission is hugging any delusion that they are satisfied with the service as a whole by having the matter of promotion, so far as I am concerned, I am content they shall have it. I was unable to satisfy them, and I know the Civil Service Commission was not satisfied.

Q. From the standpoint of the efficiency of administration and proper conduct of your department, do you think that promotions should be made by the department? That practically means by the deputy and the chief officers who understand the situation?—A. Absolutely, for the reason that if he is at all competent for his position—and if not he should be retired—if he is at all competent for his position he is the only person, he in connection with his chiefs of branches, is the only person who knows who and who is not deserving of promotion. There are many things in connection with employees of the department that the Deputy Minister or the Assistant Deputy Minister or the chiefs of the several branches know that can never be fully appreciated by the Civil Service Commission, and as I go around the department from time to time, and in the long summer evenings when I go around after four o'clock, which according to the proper time is only three o'clock, but when I go around after four o'clock and find people working, where I find other people have left the department, I always attach great importance to that fact. When I find people early at work and I find people late at work finishing their work, and the carrying on of the public service is absolutely dependent upon a certain number of people whom I have in the department and who work early and work late, quite irrespective of the time, whether it is five o'clock or four o'clock. These people, everything else being equal, always had some influence on myself, I am free to say.

[Mr. Alexander Johnston.]

*By Hon. Mr. Calder:*

Q. Let us take a couple of concrete examples, so as to illustrate it. There is one of your branches?—A. We have the steamship inspection branch. We have the Commissioner of Light Branch.

Q. Who is in charge of your Steamship Inspection Branch?—A. Mr. Macdonald.

Q. We will presume that Mr. Macdonald resigns and you will have a large file of the branch in there?—A. Yes.

Q. With some person in charge of that branch?—A. Yes.

Q. We will assume these two men resign and both positions have to be filled?—A. Yes.

Q. What is the objection to the plan, as I understand it, adopted by the Commission, that any man eligible for promotion, and they have a system of rating for all these men.—A. How do they know who are eligible for promotion?

Q. I thought it was all fixed in the classification?—A. It cannot be because a man who is eligible for promotion to the position of steamboat inspector must pass a technical examination on which the Civil Service Commission is not competent to sit.

Q. Probably I got an unfortunate example.

Mr. FORAN: They always get that information from the deputy head.

*By Hon. Mr. Calder:*

Q. Let us assume in this particular case you are asked to state persons in your department who are eligible for promotion. You state those, say a dozen in each case; then the Commission set to work to give each of these parties a rating. I suppose there is a written examination. They know the length of time they are in the service, they know the work they are doing and they are all rated?—A. How can they rate them?

Q. I don't know.—A. They cannot do it.

Q. As a result of this examination and rating, and so on, finally they select some person?—A. Yes.

Q. What is your main objection to that process?—A. My main objection is that they don't know when they select a man for that position. They are not competent to select a man for that position.

*By Mr. Currie:*

Q. Perhaps we better take a smaller case. Take the case of a head clerk.

*By Hon. Mr. Calder:*

Q. Take your chief filing man in your branch?—A. They would be in a case of that kind.

*By Mr. Currie:*

Q. Supposing there were half a dozen clerks in one department, a clerk comes along, that the head clerk who is in a higher classification has stepped out and gone to British Columbia or some place, to farm, for instance, and it comes to putting somebody in his place. Now the Commission will know how many clerks in that department have a certificate for the higher service. We will say three of them have it?—A. Yes.

Q. You have been going around through that department in the long summer evenings and you see a fellow in this department doing his work and he has not got that certificate, does he get the job? The fellow that has the certificate gets out on the links, and gets the job, doesn't he?—A. If he happens to be successful in getting a higher rating. I don't know the basis on which the Civil Service Commission—

[Mr. Alexander Johnston.]

Q. Regardless of whether he is attending to his duties or not?—A. I don't know as to that. Listening to the testimony yesterday and the examination of the previous witnesses by the Committee, the Civil Service Commission said they were prepared to call in advice from the department. As far as I am concerned I don't want to be called in and I am not going to take any hand in it at all.

*By Hon. Mr. Calder:*

Q. Let me ask you this question: Assuming two men have equal capacity, I mean in so far as writing out an examination and in so far as knowledge of the workings of the department is concerned, what importance do you attach to personal qualities and character?—A. I attach the very greatest importance to personal qualities and character.

Q. Can they be judged by the Commission as well as by the deputy?—A. They cannot and never will be.

Q. Why not?—A. For the simple reason that they don't know. They are not in daily contact with those people.

Q. You can only get that knowledge after long contact?—A. After years of association. You cannot get it with a short term. You have to have years of intimate association with the people who are working with you before you are in a position to judge accurately of all their characteristics.

Q. Well now, the suggestion has been thrown out that the entire inside service, as it has been called, should be left with the Commission?—A. Yes.

Q. What exceptions would you make to that general rule? Do you agree with Mr. Cory and Mr. Newcombe that your scientific men should first be excluded? Do you agree with that?—A. I entirely agree.

Q. Do you agree with the statement made by them that the heads of your branches should be excluded? The heads of your branches, your chief fishery men, your chief lighthouse men?—A. Yes.

Q. Those that may not be technical men?—A. No, but they require to have certain qualifications that in my judgment we really are more capable of determining what is best in the public interest.

Q. Then you have your scientific men out and you have the heads of your branches out. Are there any others?—A. Well, our professional, technical and scientific men. Inside here, no; the selection of the assistants required in the department in the shape of clerical and other assistants.

Q. Book-keepers, accountants and everything like that?—A. Yes. It has been admirable so far as I am concerned. I am quite satisfied with it, but I would like, however, to dispel, if there is anything to dispel, any idea that the appointments made under this system are any more efficient than the appointments made previous to the inauguration of this system.

*By Mr. Kennedy:*

Q. Are they any worse?—A. No, I am not going to say they are any worse.

*By Hon. Mr. Calder:*

Q. What is your view? That is a very important question. What is your view of the effect of the administration of the law as it stands upon the morale and the spirit of the civil service?—A. That is an expression of opinion which I would rather have avoided giving and I am not sure that I have sufficient confidence in my opinion to warrant me in submitting it, but my judgment is this: that the result of a year or more operations, two or three years' operation that we have had of this Civil Service Act has had a most demoralizing effect upon the employees one and all in my department.

[Mr. Alexander Johnston.]



*By Mr. Thompson (Yukon):*

Q. In what way?—A. They seem to be fearfully worried as to what is going to happen to them by this Commission. They are in the hands of people, as they tell me—scarcely a day passes for the last three years that I was not in receipt of some complaint from some employee in the department who was complaining that he did not know what was going to happen to him; uneasy about his work, uneasy about what was going on around him, and that has been going on through the service for the last two years.

Q. Might that not be because there is no finality to this thing?—A. It would have something to do with it.

*By Hon. Mr. Calder:*

Q. I have heard it stated time and again that as a result of the action of Parliament in handing over to the Civil Service Commission the classification of the service and the fixing of schedules that there has been a struggle spread throughout the entire service grasping for higher positions and higher salaries because the whole mass of them do not get just what they want. There is a great deal of dissatisfaction?—A. That is my opinion. I had hoped to avoid saying it, but that at all events is my judgment.

*By Mr. Griesbach:*

Q. What about the discipline in the department?—A. So far as I am concerned, I have not a single complaint to make in the matter of discipline. I don't think the discipline in our department at all events has suffered in the slightest. I don't think so.

*By Mr. Euler:*

Q. Don't you think the unrest you speak of throughout the department among all classes is the result of the re-classification and that that will not be permanent?—A. It may not be permanent, but I have no expectation it is going to be permanently settled.

*By Hon. Mr. Calder:*

Q. Is the struggle still going on for higher classification on the part of the civil servants?—A. Yes; it is in our department.

Q. For higher salaries? Are they still appealing for higher salaries?—A. Yes, there are quite a number at the present time, I think.

Q. I suppose the time will come when that will all end?—A. Yes, but we will all be dead then.

*By Mr. Griesbach:*

Q. Is there not another incident? Could such a union as Union 66 have been formed in the days preceding this Civil Service Act? Could a union of that character have been formed which would have written impertinent and insolent letters to the Prime Minister, with impunity?—A. I am not a member of Union 66.

Q. Could such a union as that have been formed? Or would it have carried on as it has carried on, in the days preceding this Act? From your experience of the Civil Service would it have lasted very long?—A. I am afraid the only thing I can say is that it did not take place. If I were to make any criticism at all I would join in what was the note of criticism in Mr. Cory's testimony yesterday, when he said those people who were doing most of the objecting were people who had been appointed under a system which they themselves condemned to-day. I was appointed myself under that system, and I would be the last to condemn it, not because I was appointed under it.

[Mr. Alexander Johnston.]

Q. Wait a minute? The first appointment, or the last appointment you are talking about?—A. My first appointment.

Q. That was eleven years ago?—A. Yes.

Q. What year was that?—A. 1910, and my observation covering a period of eleven years is that while the system, as any system, will have its weaknesses and its defects, and while mistakes will be made and necessarily be made, I am satisfied that on the whole the persons who have been appointed to the public service no matter under what system they come have given a very respectable measure of efficient service.

*By Mr. Euler:*

Q. I don't like to get the causes confused. Mr. Johnston has spoken of the difficulties and the unrest in the department and I asked him the question if he did not think it was the result of re-classification, the dissatisfaction in that? Is this Bill badly designed or is it designed to correct mistakes, if we may call it, in the matter of appointments by the Commission itself? If the difficulty, as Mr. Johnston mentions, is the result of classification, then that is where the change should be made.

*By Hon. Mr. Calder:*

Q. If you will turn to section 3 "the powers of the Commission under subsections 1, 2 and 3 of section 42, of the Civil Service Act, 1918, as enacted by chapter 10 of the second session of 1919, shall be exercisable only subject to approval by the Governor-in-Council, and the Governor-in-Council shall have power to amend the classification of the first day of October, 1919, by the establishment of additional classes, grades and positions, and to divide, alter or abolish existing classes or grades; also to change, revise, amend and alter the designation of name descriptive of any class or position, and the definition of class or description of duties thereunto appertaining; provided that any such amendment when proposed shall be referred to the Civil Service Commission, who shall be afforded an opportunity to report thereon for the information of the Governor-in-Council before the same is sanctioned."

If I understand that section, as it is there, it simply means that the Governor-in-Council, is asking to take power to review this whole question of classification and if necessary stop it or change it in any way.

*By Mr. Thompson (Yukon):*

Q. Can you tell us how many people are employed in the Department of Marine and Fisheries throughout Canada? Can you tell us?—A. Roughly speaking there are in headquarters 140 people here at Ottawa. We have light keepers 1,083; We have employees at agencies which vary somewhat, but at the present time it is 666, and we have harbour masters and wharfingers, 653; we have a dredging fleet operating during the summer months upon which the number of employees varies. Of course during the past few years the number has been small by reason of the fact that our operations have been very much restricted, that is to say, there are about 200 people employed. We have employed on our various vessels operating at the different agencies employees varying from 200 to 300. That means Sorel.

Q. Yes?—A. Sorel, employing about 250 people.

*By Mr. Thompson (Yukon):*

Q. Do you consider that any of those departments under you are overmanned?—A. No, because what we call the services outside the city of Ottawa, we regulate our service there very much by what our requirements may be. At headquarters here, while there may seem to be overmanning, I am satisfied that if the matter were closely and intelligently inquired into it would be discovered that there is no real overmanning. I sometimes think myself that the work could be done in my department with fewer people, but when you take into consideration that during the summer

[Mr. Alexander Johnston.]

months our employees only work from nine to twelve o'clock with an hour and a half for lunch, and they go away at four o'clock in the afternoon, it is a somewhat short day, and when you add to that the fact that civil servants are entitled to three weeks' vacation, which is always taken in the summer time, you must necessarily have a staff that would appear on the surface to be sufficient to carry on your work.

Q. That is in the matter of promotion. I understand from what you said that your experience with the Commission made you somewhat indifferent as to recommendation for any particular individual for promotions? Those are the results you have had, that the Commission has not been satisfactory in that regard?—A. No, I have not a single complaint in so far as promotions by the Commission are concerned, and I am not very particular really as to whether promotions are left with the Commission or with myself.

Q. But as a matter of fact, promotions now are not left with you, are they?—A. No.

Q. Is that fact generally known throughout the service, throughout your branch of the service?—A. Oh, very well. They know it much better than I do.

Q. And knowing that, they know that and you know it. Do you notice, having that in mind, as to whether that has any particular effect on the morale of the people who are under you?—A. I would have to answer to that that I have not observed that it has made the slightest bit of difference with any of those employees in our department.

*By Mr. Griesbach:*

Q. Does it affect discipline?—A. Nor have I noticed it does in the slightest affect the discipline.

*By Mr. Euler:*

Q. You have said you do not think there is any overmanning under the present conditions? Is it your opinion that under the patronage system with all the influences that are supposed to be exercised by members of Parliament that the old patronage system lends itself more to overmanning conditions than the present one?—A. I really don't think it does, and I speak with I think more reasonably intimate knowledge of the workers of our department for the last ten years.

*By Hon. Mr. Calder:*

Q. You were a member of Parliament for many years?—A. Eight years, and four years in the local legislature and I have had some reasonable experience within and without.

Q. The pressure is not very strong?—A. Well, pressure has been strong, but never sufficiently strong not to be resisted unless there was proper occasion for it. I am not going to suggest for one moment that there have not been times when it was not suggested to us we should make appointments, but I do say that I cannot recall at this time one single appointment that during my ten years of service has been forced upon the Department.

*By Mr. Currie:*

Q. You served under both parties?—A. Yes. I served under all forms of government.

Q. You were appointed under the Laurier Government?—A. Yes.

Q. And then you served under the Conservative Government?—A. Yes.

*By Mr. Euler:*

Q. I think very few people are particularly impressed with the work that was done in the re-classification and I think it has made a great deal of trouble throughout the Departments, including Mr. Johnston's Department?—A. I think it has.

[Mr. Alexander Johnston.]



Q. If clause 3 were enacted that would give power to undo all the work of the firm that re-classified the service. That would be done away with, excluding the appointment of heads of branches and technical officers. Is it the opinion of Mr. Johnston that the work of the Civil Service Commission would be efficient with regard to other appointments, other employees of the service?—A. With regard to what employees?

General employees. Clerks and people of that sort?—A. Yes, I became persuaded long ago that this so-called classification was a most fearful and wonderful thing and I confess that I never understood it. I probably was tremendously dense about it, but I recall we wanted to employ a diver and we wanted one in the service for such particular service as we might require from time to time in carrying on the work of the department, but that diver could not be appointed because there was no classification for him. We said "There is only one man to be appointed." "It does not make any difference; there must be a proper classification." This body was solemnly and seriously convened for the purpose of producing a classification for this one diver, and we flattered ourselves that we knew what we required of this particular diver. "Oh, no, there must be a classification". And the classification in the season was produced, and here it is:

#### *Definition of Class:*

Under direction, to make and supervise the making of general repairs to structures and equipment on land and under waters; to make examinations of and to assist in the raising or recovery of submerged objects; to assist in the placing and adjusting of submarine equipment and material used in underwater construction and to perform other related work as required.

#### *Example:*

Making underwater inspections of and repairs to piling, wharfs, breakwaters, caissons, cofferdams and the foundations; examining sunken vessels, and making salvage repairs, adjusting slings and tackles for the purpose of recovering or removing submerged objects; directing the drilling for and placing of submerged blasting charges.

#### *Qualifications:*

Primary school education; two years of experience as a diver; several years of experience in general repair and construction work, ability to work under air pressure; excellent physical condition; good eyesight.

#### *Lines of Promotion:*

Promotions may be made according to law from such other classes with lower maximum salaries and to such other classes with higher maximum salaries in the same or related services as may be required by the Civil Service Commission.

#### *Examples:*

From: Carpenter, Machinist, Mechanic (Marine Signals), Diver's Assistant.

#### *Compensation:*

Monthly:	\$125	130	135	140	145	150
Annual:	1500	1560	1620	1680	1740	1800

That may serve a very useful purpose, but I frankly confess that I don't think it does.

#### *By Mr. Euler:*

Q. Do you think if this classification were eliminated that most of the dissatisfaction in the service would disappear?—A. I don't know whether it would disappear, but I am satisfied the classification has produced a tremendous lot of dissatisfaction in

[Mr. Alexander Johnston.]

the public service. Whether that dissatisfaction would be allayed, or minimized, or eliminated altogether by the suspension or disappearance of the classification, I don't know. I would not undertake to say.

Q. Was it there before the classification came into effect?—A. There was, and I suppose there always will continue to be in the very nature of things, dissatisfaction in any large service, more so in the Government service than any other service.

Q. This classification aggravated that condition very much?—A. That is my opinion. I am not positive about it, but I think so.

*By Mr. Currie:*

Q. Did you manage to get the diver?—A. Oh, yes, we got him.

*By the Chairman:*

Q. I think the Committee would like to get your view with regard to the expense of running your department under the present system or under the old one. Has it resulted in economy or otherwise?—A. Unquestionably it has added to our expenditure, necessarily. Now, the Commissioner of Lights attracted my attention a day or two ago to the appointment of a lightkeeper that necessitated the writing of twenty-five letters to the Civil Service Commission. Now there are those twenty-five and I suppose at twenty-five in return. That is not a very large matter but if you multiply those incidents indefinitely they represent a considerable expenditure of time and necessarily of money. Now I have asked to have prepared for me a statement covering the number of letters we received from the Civil Service Commission and forwarded to the Civil Service Commission in our department during the past year. Our department is a small department, and I have no doubt when that calculation is completed it will come as a matter of surprise to most people, and I am not going to admit that any respectable percentage of this correspondence has any appreciable effect on producing any efficiency in the public service.

Q. To what extent does it compel you to increase your staff of employees?—A. I have not completed that. That calculation is being made, and that is being gone into carefully. For instance, the chief of our Records Branch has been after me constantly for the last two months, almost every day, insisting that he must have additional assistance in the Records Branch and he bases his claim for assistance very largely upon the great increase in correspondence that has taken place as a result of the exchange of communications with the Civil Service Commission.

*By Mr. Kennedy:*

Q. If you were called upon at the beginning of the year to make all the appointments in connection with your department through your own department the same as it was prior to the operations of the Civil Service Commission, would there be any considerable expense added to your department?—A. No.

Q. Your present department could do it all right without any additional expense?—A. Yes, that is what we are doing.

Q. So in so far as your department is concerned you look upon the Civil Service Commission as really something that is superfluous, unnecessary?—A. I look upon it as having—I am not going to say it is unnecessary. I am going to say it has done useful work in the way of providing such clerical assistance as we require here at headquarters. Beyond that I don't care to go.

*By Mr. Euler:*

Q. Would your criticism go beyond the appointment of technical officers and heads of branches? Would you apply that also to the whole of the service, the other employees?—A. Only to those that I have indicated.

Q. I did not hear the early part of it?

[Mr. Alexander Johnston.]

Hon. Mr. CALDER: He said so far as his outside service was concerned that the outside staff should be taken from under the Civil Service Commission.

*By Mr. Euler:*

Q. Did you also complain of the delay, as Mr. Cory did?—A. Yes.

Mr. CURRIE: A fellow was classified after he was dead.

Hon. Mr. ROCHE: Any remarks I may have to make at this time would not partake of the nature of answers to questions. It would be more in the nature of a statement as to the light in which the statements were presented, for instance, the remark made by my friend that men were appointed six months after they died is all a fairy tale. It was a question of classification of the position. Now you see the wrong impression that you get. We classified the position.

Mr. CURRIE: Don't you think we better hear Mr. Roche after he states all this?

Mr. GRIESBACH: Personally I would sooner hear the explanation right now.

Hon. Mr. ROCHE: I am only going to say a very few words. In order to expedite the work of the Commission—there are 35 departments in all—the Commissioners have divided the departments up in order to make it more easy. Each Commissioner could not have a thorough personal knowledge of every department; therefore we divided as equally as possible the departments. It happens that the Marine and Fisheries Department was assigned to my colleague, Commissioner Jameson, because he is a Maritime Province man and was much better acquainted with the positions and conditions of that service, therefore he has more personal knowledge of matters that are related to the department than I have, but I do know that I can more particularly to-day deal with matters that have been dealt with by Mr. Newcombe and Mr. Cory because I have had time to look up answers to some of the questions which they have raised, and probably to-morrow I will be in better position to deal with the matters that have been dealt with by Mr. Johnston to-day. But in connection with those three positions, we were asked to classify every position in the service, and we set out cards which were filled by the employee setting forth the nature of his duties. This card was supposed to be and was certified to as being correct even by the employees' immediate superior and also certified as being correct by the deputy head of the department on the basis of the presentation of the duties of his office. That position was classified so that this gentleman who died after his position was classified—there is a position vacant for a senior steamship inspector, or whatever it may be. The department will know what position he occupied and will know what position they will ask the Commission to fill. Many of the gentlemen of the service have died since their classification.

Mr. FORAN: It was a classification of the positions as they were when these cards were sent in.

WITNESS: Who was appointed?

Hon. Mr. ROCHE: I don't know whether anybody has been appointed to the position since or not. In order to carry on the public service and to see that commerce was not interrupted we had to provide ourselves to put a competent man named Mackenzie in Toronto, who is in Toronto doing the work and carrying on without any assistance from the Civil Service Commission, or from anybody else. I don't know what it is finally going to be, but we assumed the responsibility and got the service properly organized. Does Mr. Johnston mean to imply that the Commission has been requested to fill this position and have failed thus far to fill it?

WITNESS: Yes.

Hon. Mr. ROCHE: I presume the reason was owing to the fact that there was an appeal in against the classification of that position, which appeal was referred to the Board of Hearing. One reason why there was a delay in hearing the appeals in connec-

[Hon. W. J. Roche.]



tion with the Marine and Fisheries Department—you know any employee has a right under the law to appeal against his classification. If it affected the salary schedule, of a position it was referred to the Board of Hearing. You know the Board of Hearing consists of two men selected by the deputy heads as their representatives; two men selected by the Federation of the Civil Service and one man selected by the Civil Service Commission. Time and again on appeals from the Marine and Fisheries Department the Board of Hearing endeavoured to have them heard. In fact, the officials who appealed in the Marine and Fisheries Department were time after time bothering and pestering the members of the Board of Hearing "Why are not our appeals being heard." The reason was that Mr. Johnston would not condescend to have his appeals heard before the Board of Hearing. That is the reason for the delay, the final appeal in regard to their classification, and that was not passed upon finally by the Board of Hearing. Now I think I am correct when I say that the only Deputy Minister who has absolutely refused to appear before the Board of Hearing was the Deputy Minister of Marine and Fisheries. For reasons of his own he did not do so. He would not appear before the Board of Hearing. I don't know whether it was a question of dignity; he would not come down, but at any rate his successor during his absence did come down and these cases were disposed of.

Mr. GRIESBACH: Is this the Mr. Johnston you are talking about here?

Hon. Mr. ROCHE: This is the gentleman.

Mr. GRIESBACH: Was he in and out again?

Hon. Mr. ROCHE: I understand he resigned for a few months from the position. If we had been responsible for a vacancy unfilled for several months I am afraid there would be some criticism. Whenever there is a vacancy now we give the advantage to the department if it is absolutely necessary to have some temporary employee appointed to carry on the duties.

Mr. CURRIE: Who constitutes the Board of Hearing?

Hon. Mr. ROCHE: The two representatives of the deputy ministers, and Mr. Kearns, the Assistant Auditor General; there is Mr. O'Connor, a representative of the Civil Service, and Major McKeen.

Mr. EULER: Would you say that the delay that has been complained about by the various deputy ministers is caused by difficulties in connection with classification, temporary difficulties that will disappear as that settles down into its proper working?

Hon. Mr. ROCHE: Many delays have been of that nature, but there are other delays not of that nature which we are prepared to explain, and which we are prepared to share the blame for with the department.

Mr. EULER: In regard to overmanning.

Hon. Mr. ROCHE: In regard to overmanning, did you ever hear a deputy admit his department was overmanned? It is quite natural for a deputy to disclaim that, because he would look upon it naturally as a reflection upon his administration. The Printing Bureau was a splendid illustration of that. Had the King's Printer been asked if his department was overmanned, I am satisfied he would say no, but we were shown it was overmanned to the extent of 420.

Mr. CURRIE: How many have been put back there to work temporarily since in the printing department?

Hon. Mr. ROCHE: I think there have been several deaths and resignations.

Mr. CURRIE: I am told there are 80 men put in there since.

Hon. Mr. ROCHE: Quite wrong. Of course they are changing every few days. The last information I had I think we had in the neighbourhood of 40 additional men put on since the examiners left there, all of whom will leave at the end of the session. They were put on to take care of the peak load during the session.

[Hon. W. J. Roche.]

Mr. CURRIE: Have we some other deputy minister?

The CHAIRMAN: Who will be asked to give evidence to-night?

Mr. CURRIE: We are dealing with this Bill and we have to go at this Bill pretty soon and take it up clause by clause. Now if the Commission are opposed to any of the amendments, let them present their case the same as any other department. But as to cross-examinations and arguments and all that sort of thing I think we would get along much easier by dealing with it concisely, and we will get along better like that.

Hon. Mr. CALDER: Would you prefer to give evidence in reply to the evidence we have in now or wait? I imagine if we called a couple more deputies that is all that will be necessary.

The CHAIRMAN: There are two departments mentioned in that Bill. I think they should be heard.

Hon. Mr. CALDER: Would you rather give evidence to-night or wait until after?

Mr. KENNEDY: I think the Commission will be in much better position after hearing the evidence from the heads of departments, then they can present their case and give us their viewpoint.

Mr. CURRIE: We must follow the customary methods of Committee. Dr. Roche is at perfect liberty to cross-examine, but he cannot get up and start any long statement. If he has any explanation to make we can have all those statements under oath. I think it is understood we should proceed that way.

Mr. THOMPSON (Yukon): I am quite in favour of Dr. Roche having an opportunity of refuting at the time the session is on, while he is here and we are here, while it is fresh in our minds and fresh in the mind of the press, not to make an argument but to give evidence right at the time.

Mr. CURRIE: That very strange statement was made in the House of Commons, and it went out to the public.

Mr. THOMPSON (Yukon): What we want are facts?

Mr. CURRIE: Don't blame me for it. The statement was made by one of the members, a boiler maker was appointed six months after he was dead.

Hon. Mr. CALDER: I would suggest if it is Dr. Roche's wish that he should have a chance to put in such evidence at this time as he thinks advisable in rebuttal of the statements made by the three deputies who have appeared before us, that he have an opportunity to do so to-night.

Witness retired.

The Committee adjourned until 8.30 p.m.

SPECIAL COMMITTEE

ON

Bill No. 122

An Act To Amend The Civil  
Service Act, 1918

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MINUTES OF PROCEEDINGS AND EVIDENCE

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No. 4—Tuesday, May 10, 1921 (Second Sitting)

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WITNESSES

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## MINUTES OF PROCEEDINGS

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TUESDAY, May 10, 1921.

The Committee met at 8.30 o'clock, p.m. Present: Messrs. Spinney (in the Chair), Argue, Calder, Charters, Currie, Euler, Gauthier, Griesbach, Johnston, Kennedy (Glengarry), Scott, Thompson (Yukon).—11.

Messrs. Coulter and Roche were in attendance.

Mr. R. M. Coulter, Deputy Postmaster General, was called, sworn and examined by members of the Committee.

Witness retired.

Dr. Roche explained method of appointing postmasters. His examination to be resumed to-morrow at 11 o'clock.

The Committee adjourned at 10.30 till to-morrow at 11 o'clock, a.m.

Dr. Roche, Chairman of the Civil Service Commission, to resume.

E. K. SPINNEY,  
*Chairman.*

TUESDAY, May 10, 1921.

The Committee resumed at 8.30 p.m., the Hon. Mr. Spinney, the Chairman, presiding.

The CHAIRMAN: We have summoned this evening for examination Dr. Coulter, the Deputy Postmaster General.

Mr. JOHNSTON: I understood that Dr. Roche would be heard further at the night sitting.

The CHAIRMAN: We have only called one deputy to give evidence to-night, and I thought it would be better to take his evidence first.

Mr. JOHNSTON: That is all right.

Dr. R. M. COULTER, sworn.

*By the Chairman:*

Q. The Committee have summoned you Dr. Coulter to get your evidence in regard to the operations of the Civil Service Commission so far as your department is concerned, also your views in regard to the methods employed by the Civil Service Commission as to promotions. How many employees have you in your department, inside and outside?—A. Between 11,000 and 12,000.

Q. How many inside, and how many outside?—A. A little over 1,000.

Q. 1,000 inside?—A. Yes.

Mr. GRIESBACH: I suppose we all know the distinction between the inside and outside service.

*By the Chairman:*

Q. You understand that the outside service means all the employees outside of Ottawa?—A. Yes.

Q. Now we will be very glad to hear your views?—A. So far as the Civil Service Commission is concerned, we are getting on well with it, other than the necessary trouble that takes place in organization, small things that are required, or mistakes at first. We are getting on very well. It works with our department perfectly. It is really the same system as prevailed before. In regard to the outside service, the only objection we have at all is in regard to the rural postmasters. There is some objection to that. There is great objection on the part of a majority of the members to the fact that while they are vitally interested, they do not have any say in the selection of postmasters.

*By Mr. Johnston:*

Q. Who makes that objection?—A. A great many of the members have made that objection.

*By Mr. Griesbach:*

Q. Members of Parliament?—A. Yes, and the people do not believe that the postmasters are appointed without the connivance of the member. The result is he is very much blamed, and he grows restless under the criticism. They refuse to believe his action in the matter is sincere. There is also some objection on the question of delay, especially in regard to accounting officers. A man may be discharged in the Money Order Office, and each community dependent on it is cut off, and that leads to delay in appointing a man and to a great deal of public inconvenience. In regard to the rapidity, it is not more rapid, and probably is not as rapid as the old system, nor is it anywhere superior to the old system.

*By the Chairman:*

Q. That is in the making of appointments?—A. In the appointment of rural postmasters we do not think there is any improvement, and there are those objections.

*By Mr. Argue:*

Q. What is your system to-day? Suppose a rural postmaster dies?—A. They notify the department. We immediately notify the Commission who communicate with the inspector. Any office over \$1,000 is advertised. Under \$1,000 it is arranged without advertising.

*By Mr. Griesbach:*

Q. What do you mean by over \$1,000?—A. Revenue.

Q. Where the revenue is over \$1,000?—A. Yes. The advertisement sometimes leads to delay, and the inspector notifies the Commission to instruct us about the appointment and we instruct the postmaster.

*By Mr. Argue:*

Q. Do you send the inspector out to find a man?—A. If it is an office with over \$1,000, the inspector usually has to visit and see the men who are applicants for it, and that leads to delay and expense.

Q. If it is an office under \$1,000, what happens?—A. Then they arrange it without advertising, and it is done quicker.

[Dr. R. M. Coulter.]



*By Mr. Griesbach:*

Q. What do you mean by without advertising?—A. They do not advertise in the papers for the applicants.

Q. How do they advertise?—A. They do not advertise at all.

*By Hon. Mr. Calder:*

Q. Then how do they get the man?—A. Through the inspector.

Q. Take my own district. There is a place I have in mind 35 miles from a railway. Suppose the country postmaster there dies. How would they get a man out there?—A. It must be taken through the Commission.

Q. Does the inspector go out?—A. He may correspond.

Q. With whom?—A. With the residents around.

Q. How does he know with whom to correspond?—A. He does not know especially, except that probably he ascertains from the member or some person acquainted with the constituency.

Q. No inspector has ever written to me in my district.

Mr. CURRIE: I never had any communications.

*By Hon. Mr. Calder:*

Q. How can he start in unless he goes right over the ground and sees the people?—

A. He does not go in regard to the larger offices, it is the smaller offices.

Q. Let us stick to that case. Here is a place 35 miles from a railway, and you say he doesn't go out there.—A. It would depend on the circumstances.

Q. It is a small country office.—A. I believe he would have to use his judgment.

Q. And using his judgment, what would he do?—A. He would appoint a man, he would recommend a man.

Q. How would he find out the man?—A. By correspondence largely.

Q. With local people?—A. With local people.

Q. How in the world would he get their names?—A. The inspector knows his county pretty well.

Q. I doubt it very much. The inspector is located at Moose Jaw and this post office is 100 miles from Moose Jaw. It is just a small country post office.—A. He would not know anything about it.

Q. He would not know a single soul there. It is away out, 20 miles from the railway near the international boundary.—A. I should think he would have to confer with the member.

Q. I would not let him confer with me, because the Act says that he shall not confer with me, because if he approached me, I would say, "I have nothing to do with it, go and find your man." But how is he to find his man?—A. I am not exactly certain.

Mr. GRIESBACH: The witness cannot know; he does not know.

Mr. CHARTERS: He goes to the clergyman in some instances, and the clergyman gives him advice, or he goes to the doctor, and the doctor gives him advice, or he goes to the blacksmith.

Mr. GRIESBACH: The livery stable-man is very important.

Hon. Mr. CALDER: He does not go there at all. He finds out the names of some people, and writes to those people.

*By Hon. Mr. Calder:*

Q. I would like to know what class he writes to, how he gets their names and how he knows whether they are the right kind of people to correspond with, whether they are the right kind of people in the district?

[Dr. R. M. Coulter.]

Mr. GRIESBACH: They may be the wrong people.

WITNESS: In the case of small postmasters it is very difficult to get them to take the position at all.

*By the Chairman:*

Q. I have two cases in my mind in which I am very deeply interested. You know one case. Can you give me the dates between the retirement of that postmaster and the appointment of his successor?—A. I cannot but I know there was considerable delay.

Q. More than two months' delay?—A. I think there was.

Q. Do you pretend to tell me that if you had the power of appointment it would take two months to fill a vacancy?—A. Under the patronage system a postmaster was generally appointed before we knew the other man was dead.

Q. I am not talking about that at all. Eliminate the patronage; would you not be able to make an appointment to that office within at least two weeks?—A. We would notify the Commission.

Q. I am not talking about the Commission. If you had the power to make appointments under the old plan—A. We strictly depended on the member, and he was prompt as a rule. Of course, he knew every person, he knew the wants of the place and depended on the people.

Q. The cases I have in mind are very important cases. The location is where a considerable business is being done. They have no bank within twenty miles. They are depending on the Post Office Order Branch for the conduct of their business in regard to their payments, and largely in regard to their receipts. They have no officer there to provide either the one or the other, to sell them post office orders or to cash post office orders.—A. I would say that the public interest would suffer in a case like that.

Q. It is cases of that kind that justify investigation. It is not for the purposes of patronage that this investigation is being held. The prime object of this investigation is to discover some method by which cases of that kind may be remedied.—A. I think that in a case of that kind the best way is to apply to the member for a postmaster.

Q. I do not want them to apply to me. They have applied but I do not want them to apply.—A. If a member does not undertake the duty, then it is a difficult problem. Our experience was that the members usually did their duty pretty well.

*By Mr. Johnston:*

Q. Does it take more time to appoint rural postmasters under this Act, on the average, than it did under the old plan?—A. Yes, I think it does.

Q. It takes more time?—A. Yes, I think so. I am not making any charge against the Commission in saying that, because I think the Commission does its work as promptly as it can be done.

*By Hon. Mr. Calder:*

Q. But the system followed tends to delay.—A. I do not think it is as good as the patronage system.

Q. So far as country postmasters are concerned?—A. So far as country postmasters are concerned.

*By Mr. Johnston:*

Q. What about postmasters with a revenue of over \$1,000?—A. There is not so much trouble with them because there are more applicants, and they seem to be settled more rapidly.

[Dr. R. M. Coulter.]

*By Mr. Currie:*

Q. May we find out from you just how many employees are in the department, and how they are divided? You will have a memorandum of that. Let us get at the various sections.—A. The inside service is 1,028, the outside service is 9,500, and the rural postmasters 11,500.

Q. You have nothing to do with the rural mail carriers?—A. We do not consider them a part of the department; they are contractors.

Q. Now how are these divided? We are not bothering with the Ottawa service at all. The outside technical man is referred to in the Bill. Have you any technical men in your department to whom this Bill would apply—that is in the inside service at Ottawa?—A. We do not have many technical men, no.

Q. Professional or technical men?—A. No, we do not have them. We have none of them in our department.

Q. Except those that you make yourselves?—A. Yes, those we make ourselves in connection with our own work.

Q. You will notice in the Bill where it refers to postmasters whose remuneration consists in whole or in part of the percentage of receipts of the office. Do you think that they should come under the old system?—A. I think it would be better under the old system.

*By Hon. Mr. Calder:*

Q. What class is covered by that definition? Members discussing it in the House did not know what it meant.—A. It refers to rural postmasters paid out of revenue, not by Government contract.

Q. And that covers rural postmasters only?—A. Rural postmasters only.

Q. It would not cover village postmasters?—A. No, they are paid by the Government.

*By Mr. Currie:*

Q. Is it not a fact that in most of the small towns they are all on a percentage or part percentage and part salary basis?—A. They are not on a salary basis at all. They are paid by the Government. They are all paid from revenue, or on a revenue basis.

Q. Take Barrie, for instance.—A. That is a revenue office.

Q. Do you mean to say that he gets paid a salary?—A. A salary out of revenue, a commission on the revenue.

Q. But he is on a salary basis. He does not take the whole revenue or a percentage?—A. He takes a percentage of the revenue.

*Hon. Mr. Calder:*

Q. Would he be classed as a rural postmaster?—A. Yes.

*By Mr. Currie:*

Q. Take Orillia?—A. Yes, it is the same.

Q. I thought that Orillia was on a salary?—A. No, it is not.

Q. What about Collingwood?—A. Collingwood is on a Civil Service basis now.

Q. What about Stratford?—A. Stratford is on a revenue basis as yet.

Q. Still on a revenue basis?—A. Yes.

Q. You think then that according to this all those postmasters in towns and cities who are on a revenue basis should remain as they were before as far as that is concerned?—A. Yes, there is a certain class of office where the list of employees was rather large. We made them semi-staff officials, and that led to trouble, and applications being made for semi-staff offices when they were not entitled to them, and when Judge Doherty was acting minister two or three years ago he took them all over and made them Civil Service offices, so that these large town offices are more

[Dr. R. M. Coulter.]



important, and one reason he took them over and made them semi-staff offices was that they took too much money in their own pockets, and paid their employees—

Q. Paid them very little?—A. Yes, and we took the plan to pay them the salary out of the revenue for that office.

*By Hon. Mr. Calder:*

Q. Just on this point, why should you suggest that the postmaster in Orillia, for example, should be appointed by the department, and the postmaster in Hamilton appointed by the Commission? I have been in Orillia, it is a good town, two or three or four thousand people I suppose?—A. Yes. Hamilton is a Civil Service office in every way.

Q. What difference does that make?—A. Because the Government pays them by vote.

Q. You suggest then that the Civil Service Commission should appoint only such officers as are on a stated salary?—A. As are paid from direct revenue.

*By Mr. Currie:*

Q. Paid out of the consolidated revenue fund?—A. No, paid out of the revenue they take in their office direct.

Hon. Mr. CALDER: I have not got it clearly yet.

*By Mr. Griesbach:*

Q. You are reversing it?—A. No, it is perfectly clear. They are paid from the revenue of the office.

*By Hon. Mr. Calder:*

Q. They are paid from the revenue?—A. Yes.

Q. Your suggestion is that where postmasters are paid directly by the Government, out of Government funds, that they should be appointed by the Commission?—A. No, just exactly the other way.

Mr. GRIESBACH: Then I am mixed.

*By Hon. Mr. Calder:*

Q. Take a concrete case, take Toronto; is the postmaster paid out of consolidated revenue?—A. We put in the estimates every year for him.

Q. He is paid by estimates?—A. By Government appropriation.

Q. In his case you would have the Civil Service Commission in control?—A. Yes.

Q. Hamilton the same?—A. Yes.

Q. Winnipeg?—A. Yes.

Q. What about the rural postmaster?—A. Well, the smaller offices, non-accounting you pay the postmaster's salary out of that revenue?—A. Yes.

Q. In that case do you think the department should make the appointment?—A. No, I do not at all. Orillia is paid out of the revenue of the office.

*By Mr. Argue:*

Q. Is his salary based on the revenue of that office?—A. Yes.

Q. A percentage?—A. Yes.

*By the Chairman:*

Q. What about the rural postmaster?—A. Well, the smaller offices, non-accounting offices, these were the ones that I thought would be better under the members.

*By Mr. Euler:*

Q. Where do you draw the line?—A. You would have to take an arbitrary line.  
[Dr. R. M. Coulter.]

*By Mr. Currie:*

Q. Why do you want to draw an arbitrary line?—A. You would have to take the class of office, and, based on the revenue, you would pay them.

Q. Does it work out any better for the Civil Service for Hamilton, which is a large office, and Barrie which is not as large an office?—A. No.

Q. They both go through the same performance as far as that is concerned?—A. It is much more simple in the way they are paid; they are much more simply paid. If we had a vote for all the offices, small offices as well as big, it would be very much more work, and would not be as efficient and as satisfactory.

Q. That is to say, the office pays each of its own officers?—A. Yes.

Q. And gives you the balance?—A. They are paid out of the revenue.

*By Mr. Griesbach:*

Q. Can you give us any classification of these offices?—A. That is a difficult thing for me to give you, because there has been no clean-cut system adopted.

*By Mr. Euler:*

Q. What revenue must an office have before it passes into the other class?—A. The Civil Service—

Q. What revenue would an office have before it passes into the other class?—

A. Well, we did have a number with \$20,000 revenue, and 12,000 of a population—

*By Mr. Griesbach:*

Q. And that made it what?—A. I believe it should be made a semi-staff office or a Civil Service office. That was the basis, and that was not always carried out either.

Q. Then the line of demarkation that you would lay down now is that you think the Civil Service Commission should have the power of appointment in what may be described as the larger city offices?—A. No; they do appoint the larger city offices, but may not appoint the town offices.

Q. That they should continue to do so?—A. Yes.

Q. In the case of the large city and town office?—A. Where the office is important, and required a man.

*By Hon. Mr. Calder:*

Q. But we have to define it in the Bill. Suppose we adopt your suggestion and we have to define it, where is your line of demarkation?—A. The line of demarkation has been loose and depending a great deal upon the will of the Postmaster General in the past, and now the Commission attends to them all.

*By Mr. Currie:*

Q. Take Toronto, there is a main office in Toronto, and in addition to the main office, how many other offices have you got—branch offices?—A. I do not know how many, but there are several stations.

Q. Six or seven branch offices?—A. More than that I think.

Q. I know about that many myself. Now each branch has a postmaster and a staff?—A. Each postmaster has a clerk in charge, anyway, one of the members of the staff, and an important man, whom he can trust with running the office.

Q. Is there not a branch postmaster?—A. Not what we call a branch postmaster.

Q. Take the post office at the corner of St. Charles and Yonge? It is a large office?—A. Yes.

Q. Is not there a postmaster there?—A. Well, that is a station, and that was supplied by our own staff just the same as the city office. It is just a question of convenience, that office.

Q. There is no postmaster there?—A. Well, there is a postmaster there, but he is appointed by the department through the Commission.

[Dr. R. M. Coulter.]

Q. So that makes two postmasters now in Toronto; there is one at the main office, and one at the Charles Street. Now about Bathurst and Palmerston Avenue, there is a branch there; what about that?—A. Well, that is a station, what we call a station. It is attended to by us from the Head Office.

Q. What sort of station? A place where the mail is received?—A. They do all the work that is done at the Head Office, but it is merely a matter of convenience and division.

*By Mr. Griesbach:*

Q. Merely an outstation of the main office?—A. Yes, that is all it is.

*By the Chairman:*

Q. That would be under the Commission?—A. Under the Commission.

*By Mr. Currie:*

Q. You have another place out on Dundas Street where you have an office. That is not a station?—A. That is a sub-office.

Q. A store keeper has a sub-office?—A. That man does not handle any mail except registered mail. The box is put in front of his place where people put their letters, and we collect them, and he does not handle them at all. He sells stamps and issues money orders and takes bank deposits and registered letters.

Q. What do you call him?—A. Sub-postmaster.

Q. And how is he appointed?—A. He is appointed in the same way.

Q. Is he one of the staff or a part time man?—A. No, he may be a druggist, store keeper, or any person.

*By Hon. Mr. Calder:*

Q. Appointed by the Commission?—A. Yes, that is right. We used to appoint them direct, but he is appointed by the Commission.

*By Mr. Currie:*

Q. He is now appointed by the Commission?—A. Yes.

Q. What do you say about these people, do they come under clause "B"? Part of his remuneration would be from postage stamps?—A. Yes, he gets something from postage stamps.

Q. You say his remuneration consists in whole or in part of a percentage?—A. It is just a matter of convenience for which we pay him a certain amount, say \$400, plus—

*By Mr. Currie:*

Q. Plus what he makes on all these things?—A. Yes, they are dotted all over the city.

*By Mr. Griesbach:*

Q. Clause "B" said "Whose remuneration consists in whole or in part of a percentage of the receipts of the office." He would come under this Bill?—A. I do not think he would. I do not think the Bill intends him to.

Q. You do not think he should?—A. For instance a sub-postmaster may be changed every six months. He may be a business man who goes out of business, and gives up the post office, and another man may be appointed, and he may be in another place, and the Commission would be depended on for that.

The CHAIRMAN: The clause of the Bill, for convenience sake, refers only to rural postmasters. That is the intention of the Bill.

Hon. Mr. CALDER: I am not so sure of that.

Mr. CURRIE: I am afraid the intention will go a little wider.

WITNESS: I do not think that is intended to come under the Bill.

[Dr. R. M. Coulter.]



*By Hon. Mr. Calder:*

Q. Let us see if we can get down to your suggestion, Doctor. You have postmasters, and you have sub-postmasters, and you have men in charge of stations?—A. Those are just clerks.

Q. You have got all that class. Now is your suggestion that they should be taken away from the Commission; that is the appointment of postmasters who are out in rural districts?—A. Yes.

Q. Not in villages?—A. Well, in some villages.

Q. Not in towns?—A. In some villages, you would have to make it more or less arbitrary.

Q. You would say without question, in so far as purely rural postmasters are concerned, men out in the country post offices—that those postmasters should be appointed by the department?—A. Certainly through the members.

Q. Now we have that clear. After you get away from the purely rural postmasters you get into the small village and small towns. Let us keep away from the city. What class of postmasters in the small towns and villages in your judgment should be appointed direct by your department?—A. Well, ordinarily in villages. I do not see any reason why the members should not appoint them—in the small villages. In the larger towns where they are getting more money, I think it would be just as well to keep them out—

Q. We might have difficulty in defining that in the law, because what is a village in Quebec may not be a village in Ontario, and what may be a village in Ontario may not be a village in another province?—A. You would have to judge by the revenue.

Q. If you are drawing a line so far as revenue is concerned, what limitation would you put on it. Probably we should not ask you that now, as you might want to consider it?—A. Yes, I would like to consider it.

Q. You put all the rural postmasters in that class, and speaking of the towns and villages, you are inclined to think that where the total revenue does not exceed a certain amount, the appointing should be done by the department?—A. Quite so.

Q. Will you get that figure for us, and consider what the line should be there as far as your revenues are concerned? Now, we come to the cities, and in so far as all these classes which you have mentioned, that is, the Postmaster of the Central Office, the Postmaster of each sub-station, and the man in charge of these stations, who in those three sections should be appointed directly by the department?—A. No. I think the Commission is better for that.

Q. You suggest that the Commission should deal with the appointments in the cities?—A. Yes.

*By Mr. Currie:*

Q. But in the case of any of these men dying—are they graded?—A. They are not graded in the sense that we formerly used the word, that is the way they used to be, first, second and third class, but under the new system there is a gradation mentioned by the Commission.

Q. How long has that been in effect?—A. It came in with the Commission, under the same law.

Q. What are the statutes now of grading in your Department? Under the so-called reorganization scheme?—A. There is nothing you can describe as grading in the ordinary sense of the word. A man is appointed at a certain salary, and he goes on under that from the minimum to the maximum, and if the man dies, we can pick out a man and suggest him to the Commission, who investigate him and take action.

Q. Supposing a man is in the Department and has acquired a certain grade, we will say Grade "B," or say Grade "C,"—grading down—and that man passes a satisfactory examination, under the Civil Service law, and a vacancy occurs in the next grade higher, what do you do?—A. We have the staff there, and we look over the whole staff, and we may promote a man from the staff, depending upon his

[Dr. R. M. Coulter.]

executive ability. You know, a man may pass the examination and not be worth ten cents.

Q. Then, as far as the examining powers of the Civil Service are concerned, you do not believe you should stick to it? Under the Civil Service Act, a man passes an examination we will say, in Toronto, for Grade "B." There is a vacancy in Grade "B," and he has his certificate for that grade, under the law. According to the list that is in the office for promotions, he is the first on the list; what do you do? Do you promote him?—A. Not necessarily, no.

Q. Then what is the use of the examination at all?—A. It is proof that the man has some education.

Q. But if he had his grade certificate?—A. He would not have that if it were not for the examination.

Q. But I say supposing a man is in Grade 3, supposing you have three grades,—it is very hard to get a definition of the grades you have, and it is the same in all departments—but supposing there are three grades and there are half a dozen clerks, one clerk at the top grade at a big salary, two or three in the second grade, and a half a dozen in the lower grade, and a man in the second grade qualifies, or passes satisfactorily an examination set for the first-class clerkship for the Civil Service Commission—A. There is not a first-class clerkship; it has been abolished.

Q. What do you call it?—A. We call them "Postal Clerks."

Q. "Senior Postal Clerks"?—A. No, just Postal Clerks.

Q. Do you mean to say there is no difference between the clerks at all?—A. It is a question of adjustment after they come in.

Q. You mean to say a man can come in at the lower grade and you can jump him up to the top grade if you want to—A. We might do it in collusion with the Commission, but it would be a very unjust thing, and we would not do it.

Q. Let us find out about these promotions: We will say John Smith comes into the office where you are in charge. He is a smart boy, a graduate of the University of Toronto, and he comes in as a Junior Clerk: Now, what happens to him? How do you promote him?—A. He gets a salary as a postal clerk.

Hon. Mr. CALDER: Colonel, will you let me interfere? You were using old terms which have been abolished. Let us take the Ottawa Post Office, for instance.

*By Hon. Mr. Calder:*

Q. You have your Postmaster?—A. Yes.

Q. Have you an Assistant Postmaster?—A. Yes.

Q. Below him, who comes next?—A. There are the Principal Clerks.

Q. You have your Principal Clerks?—A. Yes, they must be old men who have had experience.

Q. Then you have your Postal Clerks?—A. Yes, we have Senior Postal Clerks.

Q. Then Post Clerks?—A. Yes.

Q. And who are below that, sorters and packers?—A. The Junior Clerks, after we have communicated with the Commission and they have been appointed.

Q. So you have your Postmaster, your Assistant Postmaster, your Principal Clerks, your Postal Clerks and your Junior Clerks.

Mr. CURRIE: Your Senior Clerks and Juniors?

WITNESS: Yes.

*By Hon. Mr. Calder:*

Q. Now you have the list—A. Yes.

Hon. Mr. CALDER: There, Colonel, you have your classification.

*By Mr. Currie:*

Q. Now, here is the Postmaster, the Assistant Postmaster, then there are the Principal Clerks, and then there are the—Senior Clerks, is it?—A. Yes. Senior Postal Clerks.

[Dr. R. M. Coulter.]

Q. Then your Postal Clerks, and then your Juniors?—A. Yes.

Q. Now, we will say a young fellow starts in at the bottom; this is vital for us now, and we want to know how the machinery operates?—A. He starts to learn his duties.

Q. We will say he is a B.A. at McGill or Toronto, now what does he get?—A. Nine hundred dollars.

Q. Supposing a vacancy occurs in the next above grade, that is the Postal Clerks, and he having a Certificate of his efficiency from the University, endeavours as soon as he begins, to go ahead. He says: "I will go ahead and take the Civil Service Examination for the next grade." Now, he gets his certificate while serving as a junior, and then a vacancy occurs in the next above grade, and he is the only man on the list who has the next above certificate. What do you do about it?—A. He could be promoted.

Q. Will he be, automatically?

*By Mr. Gauthier:*

Q. Will he be promoted on your recommendation?—A. No, he will be recommended to the Postmaster, by me, with the additional recommendation of the man outside who knows his duties, we would send that to the Commission, and they would consider it and then decide.

*By Mr. Currie:*

Q. Supposing there is an older clerk there, an efficient man who understands his work thoroughly, but has not the mental activity of the Junior Clerk?—A. Then I do not think he is entitled to promotion.

Q. You would not promote him?—A. No, because the public are dependent too much upon a man's abilities.

Q. We are putting a clause in the Act for the purpose of giving power to you and the Government to promote without recourse to the Civil Service Commission, excepting for their approval. You do exactly as what we have here in No. 3?—A. Getting the Civil Service Commission's approval is just the same as giving them the power. It does not matter who has the power as long as we secure the man who is qualified for the postal work, and he will be promoted.

*By Hon. Mr. Calder:*

Q. Let us get this question straight: As far as promotions are concerned, do you think those promotions should be made direct by the department on the advice or recommendation of your officials who know the qualifications of this man, or should they be made by the Commission after competitive examination and having gathered all the information in regard to this man?—A. I do not see any objection to either way. Our experience has been with the Commission that we get along pretty well. If we have a thorough investigation and furnish them the evidence they generally make the promotion.

*By Mr. Currie:*

Q. When this Act was passed by the House of Commons, we were told it was going to be entirely on a competitive basis, the same as they have in England. Now, how many have you promoted on a purely competitive basis?—A. Not one.

Q. So that part of the Act did not function, so far as that was concerned?—A. I would not recommend that any man be appointed on a competitive basis.

*By Hon. Mr. Calder:*

Q. Why, Doctor? Why do you think a man should not be appointed on a competitive basis?—A. Not alone.



Q. Why?—A. Because he may not be any good in the management of men. He may have the knowledge to pass the examination and not be worth five cents after you get him.

Q. You have to take into consideration other qualifications than the mere writing of an examination paper?—A. Yes.

*By Mr. Gauthier:*

Q. In your department, since the introduction of the 1908 Bill appointing the Civil Service Commission, have any nominations been made without being recommended for promotion by your officials?—A. Only in one or two instances.

Q. Only in one or two instances?—A. Yes.

Q. Were there competitive examinations at that time?—A. Were there what?

Q. Were there competitive examinations when one or two were named?—A. Yes, but as a rule we have agreed with the Commission without any trouble.

Q. But, as a rule, the promotions in your department have been made according to your suggestions to the Commission?—A. Yes.

*By Mr. Currie:*

Q. What difference does it make to you as far as the Commission is concerned? You would have carried out under the old system?—A. You have less friction in the department, and that means a great deal to the department, because we are busy, and not to have any friction is a great big consideration.

Q. In other words, you quietly send the recommendation on for the promotion without regard for anybody, letting the clerks understand it is purely a matter for the Commission to settle, so they will not raise any racket?—A. No, not at all. We have a report from his postmaster, and his superior officer.

Q. You simply slip it over to the Commission to place that man?—A. They do not always do it.

Q. How often do they do it?—A. Perhaps two or three times.

Q. How many promotions have you made?—A. A good many.

Q. You have made hundreds of changes?—A. Yes, we have made a great many. In my opinion, there is not any other way.

Q. Supposing you have, as is described here—we have got the chart of the clerks, and the Junior Clerks, instead of there being one Junior Clerk here wanting to get into this higher grade, there are several, each one wanting to get in, and each one having the same university qualification. How does that come about?—A. Through the superior officer. We rely on the judgment of the superior officer.

Q. But where does the Civil Service Commission come in to protect this young fellow? Supposing one fellow has a better certificate than the other?—A. They can appeal to the Commission.

Q. Without appealing, they have not got a chance in the world?—A. No, I do not think they should have.

Q. In England it is absolutely that the man who gets the highest marks gets the position?—A. He may not be worth as much.

Q. But that is the law, and that was the law we were anxious to pass here. Is that not the law, Mr. Calder?

Hon. Mr. CALDER: I am not sure. Let me ask Dr. Roche. Doctor, under the law as it stands, is the Commission supposed to make all these promotions on a competitive basis, or have you authority under the law to make promotions without holding examinations, simply on the recommendation of the officials of the department who are cognizant of the facts?

Dr. ROCHE: There must be some kind of a competitive test, either a written examination on the duties of the office, or the ratings of qualification based on efficiency, seniority and fitness for the office, where there is more than one applicant eligible.

[Dr. R. M. Coulter.]

Hon. Mr. CALDER: Coming to the case which Colonel Currie has in mind, where there are five junior postal clerks, and a vacancy occurs in the next class of postal clerks, every one of these five has the right to look for that promotion. Now, I understand from the Doctor's evidence that you do not hold a written examination there, but in that case, through the system you have worked out, you have rated the standing of each of these five clerks, and to get that rating, you take into consideration seriously, that is length of service and you take into consideration, I presume, statements made by somebody as to the ability of these men to attend to their work—you must depend upon the officials of your department, the postmaster or some other official, to give you that rating. They take these five men's ratings and one man has been in the service six years, and another man five years, and another four years, and another three years, and so on—you see they have got a certain rating on account of that, and then you get statements from their officers as to their judgment regarding their efficiency in carrying on their work, and you give that a certain rating. Is there anything else to take into consideration, character, personal qualifications—

Dr. ROCHE: These all come in under the heading of fitness for the position.

Hon. Mr. CALDER: Could you let us have a form for these ratings?

Dr. ROCHE: Yes, we will furnish that.

Hon. Mr. CALDER: Well, if you get information that a vacancy occurs, supposing in the post office here at Ottawa, you would apply to either one or the other for ratings on these clerks, and then you simply sit down and make up your mind from these ratings as to who shall be promoted.

Dr. ROCHE: But it is always accompanied, as a matter of practice, by the recommendation of the city postmaster, as to who, in his opinion, is the best qualified for that position.

Hon. Mr. CALDER: So you have both before you.

Dr. ROCHE: I don't think in the case of promotions we have, as the Doctor has said, disagreed with the department's recommendation in any more than a few cases. I only remember myself of one case.

*By Mr. Currie:*

Q. Now there are Civil Service examinations held here at various periods during the year?—A. Yes.

Q. There are dates set?—A. Yes.

Q. Any one of those junior clerks you have been referring to, who is anxious to get his grading under the Civil Service Act, was supposed to be there, and he makes application to the Civil Service and he pays his fee.

Hon. Dr. ROCHE: He does not have to pay any fee in connection with any promotion examination. These are the ordinary Civil Service examinations. For instance, in the past we have had examinations for clerks for admission to the service, there is a fee attached to them except as applied to returned soldiers.

Q. Supposing this junior clerk has paid his fee. He wants to get his grade and he goes up for the next examination and he passes that examination and you give him the certificate of his examination that he is entitled to be a postal clerk. He gets a certificate of that grading from Mr. Foran.

Hon. Mr. CALDER: I understand from Mr. Roche's statement that for promotion to a postal clerk he would not write any examination.

Mr. CURRIE: Oh, yes, they have all to do that.

Hon. Mr. ROCHE: The higher positions are filled by promotion from the next lower grade the competitive examination for entrance to the service is in the junior clerk's grade.

[Dr. R. M. Coulter.]



Mr. CURRIE: I am going to examine another minister or two on this where I know of cases, but I don't know anything about this postal case and what I want to know is what our Commission is doing. You don't have any examination at all only the entrance examination?

Hon. Mr. ROCHE: I have told you we do have a competitive test. It does not mean a written examination necessarily. It is an examination of a person's qualifications.

The WITNESS: You have to rely on the authorities of the post office knowing their business. There is no person promoted except on a competitive examination.

Hon. Mr. ROCHE: There is nothing in the Civil Service Act that insists on Civil Service examination for every position. There is a competitive examination but it is not a written examination. That is very frequently found fault with by many members of Parliament. They say: "What is the use of those academical examinations?"

Mr. CURRIE: We have been standing by the ship telling the public what a wonderful concern the Civil Service was because it would not make appointments except on competitive examination and if they failed to pass the examinations they were told by the members: "Well, the reason you did not get promotion was because you did not get as many good marks as you should."

WITNESS: You have to rely on the reports you get from the officers who are over these men, who know how the work should be done, and if a competitive examination is entered into——

Q. What did you do in the old days?—A. As a rule they passed the competitive examination en masse. Every man who passed the examination had a chance to get in regardless of his marks.

*By Hon. Mr. Calder:*

Q. He passed a qualifying examination, not a competitive examination?—A. That is right.

Q. What is the difference?—A. We have the general experience of all the officers who were in charge.

Q. You had it then?—A. Yes, but we did not always promote the man that was recommended.

Q. When you did not have any examinations you had exactly the same power of promotion as you have now?—A. Yes, but I think with the growth of the service it was necessary to have a Commission to do that work.

Q. That is the only reason you can give?—A. That is the principal reason.

Q. What percentage of clerks have you now more than in 1911? And are they of higher quality?—A. I don't think it is quite as good for the reason you cannot get clerks or men in whom you should get. You have no Superannuation Act and the men wont come in as they did before.

Q. You don't think the class of men as good now as in 1911?—A. I don't think so.

Q. We have dealt with your postmasters outside and you still have to give us some information on that as far as small towns and villages are concerned. Let us have that to-morrow?—A. Yes.

Q. In so far as promotions are concerned you are quite satisfied with conditions as they are now in the Civil Service?—A. Yes.

Q. Simply as far as promotions are concerned?—A. Yes, I think it is on a good basis.

Q. You would not interfere with the present system?—A. No, I would not.

Q. Have you any other class of officials inside and out that in your judgment should be taken from under the control of the Commission?—A. No, I don't think I have.

[Dr. R. M. Coulter.]



Q. We have evidence here from three of the other deputies to this effect, that professional men, technical experts—you say you have really none of that class. You say you have men specially trained but they cannot be regarded as expert men, as you have none of that class, but outside of that, if I am not mistaken, already three of the deputies held the view that in so far as their more responsible officials are concerned—just for example, name one or two of your branches. You have a Postal Order Branch here at Ottawa with a man in charge of it?—A. Money Order?

Q. Yes?—A. No, that is in the general office.

Q. Have you a general inspector over the whole system?—A. Yes.

Q. That is one chief official. Name some other officials you have.—A. Express and Railway Mail Service.

Q. Take men of that class, that is your key men, the men you must depend upon for the proper administration of business. Do you think these men should be appointed by the Commission?—A. I do.

Q. That is your view?—A. Yes.

*By Mr. Euler:*

Q. The Deputy Minister of Marine and Fisheries and the Deputy Minister of Justice I think stated the other day that in no case do the deputy heads make recommendations to the Commission as to the appointment. I understood, Dr. Coulter, that in this department recommendations are made from the Post Office Department to the Commission. Is there a variation in the practice from the other departments?—A. Oh, yes. The Post Office Department is different from almost every other department. It is the training they get in the offices. If they are good administrators and they take up their work well and are energetic, that is what we want.

Q. Right up to this stage do you make recommendations to the Civil Service Commission as to who should be appointed?—A. Not as to who should be appointed, no.

*By Mr. Kennedy:*

Q. In other words you have been co-operating closely with this Commission?—A. Yes.

Q. In your appointments?—A. Yes.

Q. You would recommend certain appointments and practically in every case they have agreed to your recommendations?—A. With the exception of one or two.

Q. Supposing you were not called upon for recommendations, and the Commission without consulting with you were carrying on this work. You would consider they could not do it satisfactorily?—A. I would object to that at once.

Q. In fact you are really doing now what you did before?—A. Practically, yes.

Q. You are recommending—A. Practically, yes, and we are able to do it freely now and we were not able to do it freely before.

*By Mr. Euler:*

Q. Were we not told that a year ago the law was changed to this effect that the departments no longer had any right to make recommendations to the Commission? I wonder if that does not apply to the Post Office Department.

Hon. Mr. CALDER: I think it altogether depends on the position. In Mr. Johnston's case he did not say his officers did not make recommendations. So far as certain classes of officers are concerned they make certain recommendations. His men out in the country made recommendations, and these recommendations in the main I think were accepted. Now I don't think the doctor would say if the Postmaster here at Ottawa died you should make a recommendation to the Commission as to who should be wanted?—A. No, unless we promoted him from the ranks, then we would let the Commission know our opinion.

[Dr. R. M. Coulter.]

*By Mr. Euler:*

Q. What is that change in the law intended to cover?

Hon. Mr. CALDER: What change is that?

Mr. EULER: Formerly it was stated the department could make recommendations, but it was stated very definitely here the other day that that law was changed.

Mr. GRIESBACH: It was cut out of the Act.

Hon. Mr. CALDER: You remember in Mr. Newcombe's evidence he said he did not undertake to make recommendations and he was not going to do so where he was not required to under the law. Let us take another illustration.

Mr. CURRIE: That is different from the view of the House on it. The House took the view they cannot recommend.

Mr. EULER: I asked the question myself why the statement was made that the deputy head cannot make a recommendation in that regard.

Hon. Mr. CALDER: He cannot legally do so, but if the Commission asks him there is nothing to prevent him doing so.

*By Mr. Currie:*

Q. Your department has always been one of the most efficient in the Government, especially since you took charge of it away back. I am not throwing any bouquets but I am just telling you the views of the members of the House. In many cases foreign governments have sent to you to get an outline of how you handle things. You were really in advance. Rural mail and many things like that. You were in advance of many countries?—A. Yes.

Q. When you had a problem you set to work how to handle it. You did not ask to have an efficiency expert brought in?—A. No, this is really the administration of the department.

Q. You had to hammer out that rural work, how to make the bags of different colours, and so on?—A. Yes.

Q. It was one big job?—A. Yes.

Q. I understand a short time ago in the course of reorganization of things they sent a commission of experts into your department. What about Griffenhagen?

Hon. Mr. CALDER: The Commission did not send them in.

*By Mr. Currie:*

Q. Who sent that organization into your department? They are still there are they not?—A. The Sub-committee of Council.

Q. They are still there?—A. Some of them are there.

Q. It was the Sub-committee of Council. I understand the minister said the other day distinctly in the House it was the Civil Service Commission that sent them in?

Hon. Mr. CALDER: No minister would state that because every minister knows that is not so.

*By Mr. Currie:*

Q. It was the Sub-committee of Council sent them in there?—A. Yes.

Q. And they have been through your department?—A. Yes.

Q. What are they working out there?—A. They have made several suggestions. Some were approved of and some were disapproved of. That will be a question that will have to be decided by the Government.

Q. They are still working on classifications of various cases?—A. On classifications.

Q. Who has the classification in your department?—A. The Commission has.

[Dr. R. M. Coulter.]

Q. Did you have anything to do with that classification?—A. Oh yes, they consulted us at every stage.

Q. How much have they increased your expenditure by the classification? I will leave that question with you until to-morrow.—A. I do not think they have increased it very much.

Mr. CURRIE: I have nothing further to ask.

The CHAIRMAN: Any further questions?

Hon. Mr. CALDER: There was one point that I would like to clear up in regard to your recommendations. For example, during the course of six months, you will have to fill certain railway mail clerks' positions. You will have 20 new appointments to make. You do not make any recommendation in regard to them?—A. No, we just apply for them.

Q. If you make any recommendations, it is only for promotions?—A. We may recommend a man who had been temporarily at work and who had shown good qualities. We may mention that to the Commission, but the Commission is responsible for supplying those men.

Q. You apply to the Commission and the Commission pick their own men to fill those positions?—A. Yes.

Q. If, however, you have a man ready for promotion to fill one of those positions, you feel that you have a right to make a recommendation?—A. The Commission share that view and we agree on that.

Q. And the Commission ask you for a recommendation?—A. They may ask us if a man had been at work and has the qualities to be made permanent or senior.

*By Mr. Euler:*

Q. Is that only in the case of promotions?

Hon. Mr. CALDER: Apparently.

*By Mr. Euler:*

Q. In the case of those recommendations, is there any attempt, to put it bluntly, by members of Parliament to influence your recommendations?—A. No, I have never had a case.

Mr. GRIESBACH: That is since the Act came into operation.

Mr. CURRIE: The Act will not let them.

*By Hon. Mr. Calder:*

Q. One other point; we had evidence on this point, and to my mind it is very important. It is as to whether or not in making these promotions it is very desirable to take into consideration—I am speaking now of your chief men—in the carrying on of your work you must depend upon four, five, six or seven chief officers?—A. Yes.

Q. Well, we have had evidence to the effect that in the case of those officers it is very essential that personal qualities and character should be taken into consideration?—A. I think it always is.

Q. In your case—of course you have been fortunate or unfortunate in having your suggestions to the Commission for promotions accepted?—A. I think the Commission have always investigated and approved of them, or also they would not accept them. That is my experience.

Q. Then you size it up from that standpoint, and you make your recommendations based to some extent on the qualifications of your man in that regard?—A. Yes, and by my knowledge of the men who make the recommendations.

*By Mr. Euler:*

Q. In the case of those recommendations, you have stated that the members of Parliament do not attempt to influence them. Does the minister of the department

[Dr. R. M. Coulter.]



attempt to influence the Deputy Minister?—A. I am very glad to say that the minister I have now never has.

*By Hon. Mr. Calder:*

Q. Not once?—A. Not once. He has always gone into it thoroughly with me and discussed it, but if we were convinced it was right and in the best interests of the service he never interferes.

Q. This point is very important. Dr. Roche, in so far as promotions are concerned, do you operate with the other departments in the same way as you do in the Post Office Department?

Dr. ROCHE: Exactly.

Q. Have you found difficulty in securing the co-operation of certain departments in that respect?

Dr. ROCHE: In some departments considerably more difficulty than in others.

Q. Do some departments hesitate to make recommendations to you?—A. I do not know that any of them have hesitated to make recommendations.

Q. Have any of them refused to make recommendations?—A. I do not think so although Mr. Newcombe stated the other day that he did not exercise that privilege. But I think I shall show you before the evening closes that Mr. Newcombe did exercise that privilege.

Q. One other question. I understand that in the post office, dealing with those clerks, instead of having a written examination upon which you have laid great stress, you had what was called your rating system. I think that every member of the Committee would like to know what that rating system is and how you get at it. That is what you consider a competitive examination, not a written examination?

Dr. ROCHE: Not written.

Q. Nevertheless, it is a competitive examination where merit is taken into consideration?

Dr. ROCHE: Yes.

Q. That is all right so far as the post office is concerned. In other departments, for promotion purposes, do you have a written examination?

Dr. ROCHE: In some departments, in some promotional positions we may or may not demand a written examination.

Q. Can you give us an example?

Dr. ROCHE: They had it in the Customs Department in several positions.

Q. Would that be in the higher positions?

Dr. ROCHE: In some of the higher positions we have had a practical written examination on practical questions, on the duties of office, not on academic examination but a merely promotional competitive examination on the duties of office on a paper prepared by the Customs authorities themselves, by officials who are acquainted with the duties.

Q. In addition to that written examination in that particular case, would you give them your rating system?

Dr. ROCHE: We often combine.

Q. Can you cite an illustration where you have combined?

Dr. ROCHE: Yes.

*By Mr. Currie:*

Q. Just one or two questions that I would like Dr. Coulter to answer, with reference to the returned soldier question. You know there was an Order in Council passed in 1915 that all appointments in the service should be made for returned soldiers only?—A. Yes.

[Dr. R. M. Coulter.]

Q. Since the Civil Service Commission began, has that question been brought up to you at all?—A. So far as we are concerned, the Commission has stuck to the rule very well.

Q. Could you let me know when you are bringing down the other facts, what percentage of returned soldiers were put on the permanent staff before the Commission, what percentage of them have been put on the staff afterwards; that is, all the temporary appointments that were made permanent; and also what percentage of returned soldiers have been appointed since the Commission; what percentage of appointments were given to returned soldiers, and what percentage were given to others?—A. Yes.

Q. You can get these facts and give us them to-morrow?—A. Yes, to-morrow.

Dr. ROCHE: In response to a question as to whether any members of Parliament tried to influence your recommendations for promotions, you stated definitely no. I would like to ask you whether before this system came in any promotions were held up by a member of Parliament?—A. Well, not in connection with returned soldiers.

*By Hon. Mr. Calder:*

Q. That was before the war?—A. They were constantly held up.

Q. By members of Parliament?—A. Yes.

*By Mr. Currie:*

Q. What kind of promotions?—A. All kinds.

Q. Do you mean promotions to the head office or postmasters?—A. Yes, all along the line.

Q. Let us get down to the basis. Before the war, and when the patronage system was in vogue, many of those high offices in the postal service were given to members of Parliament. We will take the Toronto office, you know that that always used to be held by a member of Parliament. Hamilton the same. Have you found any improvement on that under the present system?—A. Yes, a great deal of improvement since we have appointed men from the staff on merit.

Q. Name some cases?—A. Take Vancouver, it is run well. The present man was assistant postmaster for a year. Take Calgary, we used to have constant bickerings and quarrellings, but since we appointed a man named Hargreaves we never hear of them. Edmonton is pretty fair. He was not appointed under the commission, he was appointed under the old system; he is a satisfactory man. All along the western line it is more particularly observed, we have had the best men.

*By Hon. Mr. Calder:*

Q. What is the reason for that?—A. Because they are trained men, and they are first-class men.

Q. If you put a man who has never had training in the post office, what does he do?—A. He does nothing but sign his name. He does not know anything about post office work.

Q. How long would he take to acquire that knowledge?—A. If he wanted to acquire it he might acquire it in two or three years, but the majority do not want to acquire it.

Q. And they are more or less figure-heads?—A. Yes, absolutely.

*By Mr. Currie:*

Q. Take Hamilton, the old postmaster of Hamilton, who was there for many years, was a member of Parliament for many years—Adam Brown. I understood that he was a pretty efficient man.—A. He was one of the exceptions. A great deal depends on the man himself.

Q. Take another appointment that was made under the old system. We will take that of T. C. Patterson of Toronto. He was an ex-member of Parliament.—A. In

[Dr. R. M. Coulter.]

some respects he was a splendid man. In other respects, in dry technique, he would not touch it at all. But on the whole he was a good administrator, and he was a splendid judge of the public.

*By Mr. Euler:*

Q. How long would it take him to learn the duties of the office?—A. If they worked hard and diligently, it would take them two or three years.

*By Mr. Currie:*

Q. You mean to get the technique of the office up?—A. Yes.

Q. In the principal office is not most of the time of the man occupied by diplomatic relations, so to speak, with the public, considering kicks and so on?—A. Very largely, but where a man is a good trained post office man he has an advantage.

Q. He is good for the work of the office?—A. Yes.

Q. But can he get out of trouble and handle the public? The trained man sometimes falls down on that, does he not?—A. That is true. In handling the public many of these men were good, but the men who were appointed were often men appointed for party service.

Q. You mean outside men who were put in by members?—A. Yes.

*By Mr. Euler:*

Q. Generally speaking, would you say that the efficiency of the post office suffered by reason of the fact that men were appointed to postmasterships who were not trained for that work?—A. Yes, I think it did. It was very difficult to get them to see in the beginning that promotion must be made on merit, or else the department must fail. A superior who recommends an inferior man is a fool in his own interest because it will come back to him, for the controlling mind is interested in his work.

*By Hon. Mr. Calder:*

Q. You say that the tendency under the old system to put in a man not trained in the department was pretty generally for political reasons. Would he in turn arrange for his promotions on a political basis?—A. No, I do not think so, not as a rule, but he was very apt to have favourites.

*By Mr. Euler:*

Q. Would he not be influenced by a member of Parliament?—A. I used to shrewdly suspect that was so, though I did not know it. But like every class, there were good and bad men appointed. There were some good men.

*By Mr. Currie:*

Q. Are they all angels that you get under the present system?—A. I do not think they are angels, but they are efficient, or we do not recommend them.

Q. Do you ever appoint any dead ones?—A. No.

Q. Or promote any dead ones?—A. No.

*By Dr. Roche:*

Q. When you were speaking a while ago about rural postmasters, about delays occurring in the appointments, you did not intend to leave the impression that by reason of that the interests of the public suffered. The office did not close, and there was always a postmaster acting.—A. Well, yes, at the same time take in the accounting offices. Mr. Spinney told you about one office. We did not appoint the man to fill the place. We were waiting for a nomination, and the result is that they were depending financially on the money order office to a large extent. There was considerable inconvenience in that case.

Q. Before the office could be transferred to the successor your inspector or some man from his staff visits the locality?—A. Yes, to see that the office is clear.

[Dr. R. M. Coulter.]



*By Mr. Euler:*

Q. In the smaller post offices, would you say that under the old patronage system the recommendations made by members of Parliament were good ones?—A. Yes, 95 per cent of them, made by either party, because they were themselves held responsible for the appointment, and the men they selected were good men.

Q. As good as now?—A. Yes, I think so.

Q. Or better?—A. I do not know that they were any better, but I think they were fully as good.

*By Mr. Currie:*

Q. Any defaulters now?—A. Lots of them.

*By Hon. Mr. Calder:*

Q. This work is carried on by the inspector? How many inspectors have you had to add to your staff?—A. We have added between 17 and 18.

Q. Have you had to add any on account of that additional duty thrust upon them?—A. No, I do not think so. We are increasing the duties of inspectors now, and that will give them more responsibility.

*By Mr. Currie:*

Q. Can you find out for us some time between now and to-morrow morning something concrete as to who has the appointing power of these country postmasters. We are all interested to know as members of Parliament, although we do not have anything to do with it. That is the recommending power?—A. The recommending of promotion?

Q. Yes. The minister gave you a concrete case. Will you enquire of your inspectors?—A. Yes.

*By Hon. Mr. Calder:*

Q. Could we get one or two of your inspectors here?—A. Yes, I can give you one of the best.

Q. Have you got one who operates away up through the Ottawa valley?—A. Yes.

Q. What is his name?—A. Mr. Cooligan.

*By Mr. Currie:*

Q. And you might add Sutherland of Toronto?—A. Yes.

*By Hon. Mr. Calder:*

Q. These inspectors must have spent a lot of money travelling around the country?—A. Yes, they do spend a lot of money.

Q. Do they travel on passes?—A. Yes, we get compulsory passes for travelling officers outside the law—we are exempt from the law.

*By Mr. Currie:*

Q. They have to pay their buggy hire and meals?—A. Yes.

*By Hon. Mr. Calder:*

Q. Could you give us any estimate of what it costs?—A. I could not give it in figures. It is a large sum of money.

Q. Could any one of your officers give it?—A. Yes, I can give it to-morrow.

Q. Give an estimate of the travelling expenses of these men in looking after that branch of your work, and ascertain what you have had to add to your staff to look after that work?—A. The staff is not increasing materially, but pretty steadily with regard to that.

Witness retired.

[Dr. R. M. Coulter.]

The CHAIRMAN: We might hear from Dr. Roche now in regard to these matters.

Hon. W. ROCHE: examined: I might explain perhaps a little more in detail as to the manner in which those appointments are made of the rural postmasters. Where it is a small office, \$60 \$70, or \$100 and so on, the post office inspector does not necessarily visit the locality, but in a very large majority of cases he is guided in recommending a successor to the postmaster who intends to resign by a petition sent in to him by the patrons of the office. I know when I was a member of Parliament I was guided in the same way, and I think all the members of Parliament would be guided to a greater or less extent under the old system, by petitions sent in to them in favour of some particular person to be appointed, showing the desire of those resident in the community. Indeed in many of the smaller offices, as Dr. Coulter has stated, it is somewhat difficult to get anybody to consult to act, but as a rule it is known in the country when a postmaster is desirous of resigning his position. If there are any applicants they send in their application either to the Post Office Department, the commission, or the post office inspector. Enquires are made by the inspector in regard to these applicants. ✓

*By Hon. Mr. Calder:*

Q. You do not advertise at all?—A. No, when the compensation is less than \$1,000 we do not advertise.

*By Mr. Griesbach:*

Q. You mean the revenue of the office?—A. No. Dr. Coulter was wrong. When the compensation to a postmaster is less than \$1,000 we do not advertise. It is not the revenue. Dr. Coulter is in error there.

The CHAIRMAN: That had better be corrected if it is true.

WITNESS: I happen to be handling the Post Office Department myself, and I am quite conversant with that phase of it. It frequently happens that a retiring postmaster has sent in a recommendation as to his successor, because probably he is keeping a little corner store. He has sold out his business, and he wished to transfer the office to his successor, and very often a petition is sent in in favour of the successor.

*By Mr. Currie:*

Q. In other words he sells the post office along with the store?—A. No, he does not sell the post office, but he says "I am selling out my business."

Q. The Act used to be violently against profiteering in country post offices. A man would hold a country post office, and he had a little store there, and another chap would come along and want to buy the store. It was an inducement to have the post office thrown in along with the rest, worth about \$40 or \$50 a year. It would be taken into consideration, but under the old system anybody who had a post office in the country felt he was at liberty to dispose of the post office, along with the store, and the minute he ceased running the post office, the man with the store opposite might want it?—A. No, he has no power to do it. He merely recommends, and that is generally backed up by a petition of the residents that this man is acceptable, that this is the most central place. That is the way in which appointments are made, and the post office inspector has to visit the locality to swear in the successor.

*By Hon. Mr. Calder:*

Q. Why in the world should the commission bother, and what principle it at stake? In the appointments of the small postmaster why should the commission want to bother? Why should we put our inspectors to the trouble of travelling round the country and spending money to deal with those small offices? What is the principle?—A. I will tell you the principle; because that duty was imposed upon the commission by Parliament. Why did you do it? I should put the question to you, Gentlemen, instead of you putting it to me.

[Hon. W. J. Roche.]

*By Mr. Currie:*

Q. You have the chance to say whether you want it or not?—A. We are carrying out the law, but the principle is this, as you know; that patronage was laid down as a principle to be eliminated in connection with all appointments, and the rural postmasters were formerly the patronage of the member of Parliament. Now when the doctor states they always got good men when they were recommended by the member, that he was acquainted with the individual members of his constituency, I would not vouch for that. I think in each constituency the member is acquainted personally with comparatively very few. I know in the constituencies in Western Canada—

*By Mr. Griesbach:*

Q. Have you any objection to the post office inspector making the appointment?—A. He makes the recommend.

Q. Why not have him make the appointment and have done with it? You have no objection to that?—A. I was explaining the principle.

Q. The principle of patronage is eliminated, and you are relieved?—A. I think very likely if a person away up in the north part of your constituency resigns the postmastership, under the old system, if you were asked by the Post Office Department, as you would be, to nominate a successor, you would not know that community. You would write to your political friends and ask for nominations. The other fellows would not have a look in. If that is the principle you want to get back to, I have nothing to say.

Q. No; don't jump at that conclusion. I asked why could not the post office inspector do that right away and relieve you of the responsibility?—A. The only thing is that that is in the Act at present—

*By Mr. Currie:*

Q. But we are proposing to change that Act. We are discussing with you now clause "B" of this Act. We are not trying you or the commission at all. We are just wondering whether we are justified after we get through the preamble in passing clause "B," which deals with the postmaster. Now, from your experience as a member of the commission would you think any wrong would be done, or any interest would be damaged, by that clause "B" being passed by Parliament?—A. If that clause "B" were passed in the present form I think it is impracticable. I think it would be throwing on the commission more work than we have at the present time for this reason: reference was made to it a few moments as by Dr. Coulter. Clause 2 says:—

"Members of the public service, who by this section are excepted from the Civil Service for the purposes of the provision of the Civil Service Acts aforesaid shall be appointed, promoted, transferred, and otherwise regulated by the authority and in the manner provided before the said Acts were passed, but subject to the powers by this Act conferred upon the Governor in Council; provided that except in the case of manual labourers and professional, scientific and technical officers as above described"—

That is two out of the three classes—

"No person appointed shall be retained in employment by this sub-section unless the person appointed shall obtain within six months from the date of his appointment a certificate from the Civil Service Commission, to be given with or without examination as may be determined by the regulations of the commission, that he possesses the requisite knowledge and ability for the performance of the duties for the office or employment for which he has been selected."

That means that the only class there that we have got to give a certificate to and vouch for the qualifications and otherwise are rural postmasters.

*By Mr. Griesbach:*

Q. We may cut that out?—A. I am discussing the Act.

[Hon. Dr. W. J. Roche.]



*By Mr. Currie:*

Q. You would rather have that taken out. You do not want to be responsible for the matter at all. As a matter of fact you are not responsible for it to-day. The Assistant Deputy Postmaster General has stated that an examination is made by the inspector, and that he certifies to him, and then he will recommend and will certify to you that this man has got the technical knowledge. Is that process followed?—A. No, not quite. The post office inspector is our official for this purpose, just the same as if he were made a member of our staff.

*By Hon. Mr. Calder:*

Q. Have you had a single instance where you have turned down a recommendation of the inspector so far as the rural postmaster is concerned?—A. Yes, I believe so, not many; very, very few.

*By Mr. Griesbach:*

Q. How could you possibly know anything about it?—A. By reason of facts being brought to our possession by other parties, showing there was an error of judgment, and I remember in one instance particularly where the post office inspector rather wavered, and he did not like to make his recommendation and he said "these two men are men either one of whom I would recommend for the position." As a matter of fact, in the particular instance I refer to, I think the post office inspector was intimidated by a member of Parliament to make a certain recommendation. I know it.

*By Mr. Euler:*

Q. In any of these cases you mention, where the recommendation of the post office inspector was not accepted, was it because of influence being brought to bear by members of Parliament?—A. Well, in the case I recollect at the present time it was because the post office inspector failed to do what he had done in all other cases, namely make a straight recommendation.

Q. Was there only one instance of that kind or more?—A. I do not remember more than the one.

*By Mr. Currie:*

Q. You have only one case out of a thousand you are bringing up against this proposition. How many recommendations have you passed of rural postmasters?—A. The Commissioner has appointed since the 13th February, 1918, to the present time in round numbers about 30,000 postmasters, as I said the other day.

Q. There is one case that you are citing, but possibly there is a reason why this thing should not go through?—A. Not at all. The very fact that there have been so few objections made to our appointments shows that upon the whole they have been very acceptable.

Q. You say there has been a case where a member intimidated an inspector. I used to have a lot to do with appointments, and I suppose when a man is to be appointed, or is suggested for appointment, you get about sixteen hundred anonymous letters from friends in his neighbourhood telling you what a scoundrel he is, and not to appoint him. Does that sway you in your actions?—A. No, we have nothing of that kind.

Q. You do get anonymous letters?—A. Well—

Q. Or you get letters which are not anonymous?—A. Yes, we often get letters.

*By Mr. Euler:*

Q. Have you had cases where you did not accept the original nomination?—A. Very few cases. Sometimes we have had to refer a case back to the Post office inspector for more complete information.

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Q. On your own initiative?—A. On our own initiative, yes. If we hear from people concerning his recommendations, or certain facts are placed before us, and we want to make sure of our ground, we sometimes refer the matter back to the inspector to make it absolutely sure we are getting the right man.

Q. Of the 38,000 men appointed, you say there was only one instance in which a change was made because of influence brought to bear by a member of Parliament?—A. I would not say that there was only one. I just recall one at the present time.

*By Mr. Currie:*

Q. We will get down on this—we will get you down to little cases. Now, you know the member of Parliament in the district is the only one who cannot make a recommendation, according to law?—A. No.

Q. That is what the law states, and he is the only one who is prevented from doing anything in regard to these. In your experience, and before you became the head of the Civil Service Commission, you were an active politician and a member of the House—do you not think it is lowering the dignity of a member of Parliament to have it said he is the only man in the whole community who cannot recommend anybody?—A. What section of the Act do you refer to? There is no such section of the Act.

Mr. EULER: It is off now.

Mr. CURRIE: What about that, Mr. Minister?

Hon. Mr. CALDER: I think the Act is silent on that point, but members of Parliament are not supposed to interfere.

*By Mr. Currie:*

Q. How many times have you taken the recommendation of a member of Parliament?—A. A member of Parliament does not stand in any unfavourable light with us in naming a man before the Commission—not at all. He stands on an equality with every other citizen. As you may know, an applicant has to give three references for character, and he usually likes to get the most prominent men in the district, and so very frequently he gives the name of the member of Parliament, and in all cases where he gives the name we communicate with the member of Parliament to ascertain this man's character and habits.

Q. That is, if you are going to appoint him?—A. Yes.

Q. How often do you pass him over?—A. We never pass over a member of Parliament whose name has been given to us, but we do not go to the member without having his name handed to us.

*By Mr. Griesbach:*

Q. Would you consult a Conservative member of Parliament?—A. Yes, it makes no difference to us to what party he is attached.

*By Mr. Euler:*

Q. You say that the Inspector is your official for this particular purpose; do you instruct him, or is it understood in any way, that he shall, when he makes his investigation, prior to making his recommendation, consult with a member of Parliament, or the defeated candidate, as the case may be?—A. No.

Q. Is there any understanding?—A. No, on the contrary we have circularized all the Inspectors to the effect that their own positions are in jeopardy if they make any recommendations on personal or political favours.

*By Mr. Currie:*

Q. That is to say, they cannot go to the member and say, "Here, this man is recommended by the community, what do you think of him?" If they do, they will lose their jobs?—A. No, not at all. I have known members of Parliament to tell us

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the Post Office Inspectors have visited the village, and have gone around to the blacksmiths and others. Of course, they go to the business community, and in cases where the compensation is over a thousand dollars, and the position is advertised, they interview all the business men, and they interview all the patrons who are not business men, and if a member of Parliament is there, they will consult him.

*By Mr. Euler:*

Q. Not always?—A. No.

*By Mr. Gauthier:*

Q. Dr. Coulter has said that he would have no objection to a rural postmaster taking over the appointment of a man. What do you think of that?—A. If you wish to take that away, it will be so much less work for the Commission, and if you are taking it away because of the fact that the present system is unworkable and works to the detriment of the service, then you have good grounds for taking it away, but if you wish to remove it as a matter of principle, or patronage—

Q. That is not what I asked you. I am asking you if you agree with Dr. Coulter for the reasons he has given?—A. I do not exactly remember the reasons he gave. He said he thought it would be just as well—

Q. No, he said it would be better?—A. Well—

*By Mr. Griesbach:*

Q. Quicker, for one thing.

*By Mr. Gauthier:*

Q. And less expensive?—A. That may be so, but outside of that, the public interest has not suffered with the delays that have occurred, because it is exceptional for a postmaster to vacate his place.

Q. Now, another question: You think that the old system ought to be eliminated, the patronage of the members has been eliminated, but do you not believe that the Inspector is actually using the patronage which you have taken away from the members?—A. If he is, he is certainly going contrary to instructions.

Q. By virtue of his position, his recommendations to you are generally accepted?—A. He is our official.

Q. He is your official?—A. Yes.

Q. And his recommendations go in most cases?—A. We have to depend on our officials for many things.

Q. I admit that, but is he not exercising patronage?—A. General Griesbach wants the whole power of the appointment in the Inspector.

MR. GRIESBACH: I have never put forward the argument that a public official was exercising patronage, at least not in the sense that the word is commonly used. As we understand "patronage," it is the exercising of a power for hope of reward, but if the Inspectors are exercising their powers in fulfilment of their duties—

MR. GAUTHIER: Yes, but the point I wish to make is that if the people know that to secure this post office appointment, they have to apply to the Inspector, he is very likely to use his power of patronage, on account of his position.

MR. GRIESBACH: His reward was pleasure, whereas ours were votes, usually.

HON. MR. CALDER: On the same point that Mr. Gauthier has referred to; here is what bothers me for the time being. Dr. Roche has stated that he has made some 38,000 appointments in rural post offices. Those appointments have been made directly on the recommendation of the Inspectors, with very few exceptions—he only recalls one; let us assume that there are twenty out of thirty-eight hundred. Mr. Griesbach asks the question as to whether or not it would be advisable to place the appointment entirely in the hands of the Inspector and remove all the correspondence and all the work, and all the delays and everything else that takes place. In other words, if as

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a matter of practice, the Commission accepts in over 99 per cent of the cases the recommendations of the Inspectors, why go through all this red tape and so on, and why cause all this delay? Now then, Doctor, what would happen? What harm would result if these appointments were taken from the hands of the Commission and handed right over to the department, with the provision in the law to the effect that these appointments should be made direct by the department, through its responsible officer? What harm would result?—A. You cannot carry out the policy which your Government has laid down, that way, namely, that you would eliminate patronage. That is the whole thing; that is the whole point.

Q. In other words, if you threw that duty upon the Inspector, he would not be in a position that he would not be interfered with politically, and he would start in to make political appointments, but know that he must refer the matter to you, as you are his superior officer, there is less likelihood of his being subjected to political patronage, and you think on the whole, his recommendation would follow that line? —A. You were speaking about taking away the Post Office Inspectors from our jurisdiction entirely?

Q. Yes.—A. And have the men appointed through the Department?

Q. Yes. You feel that by doing that you would be right back under patronage again?—A. Yes, I do, because the members of Parliament would immediately use their influence with the Inspectors the same as they would with other Government official?

Q. Why do they not do it now?—A. They do not go near them; they know that it is of little use, but if they were given a free hand, and the Commission had not that check over these appointments, I cannot see but what the old nuisance would creep in again.

Q. How do you know that out in the districts certain persons are not interfered with by a member of Parliament? How do you know that the member of Parliament is not very close to the Inspector at the present time, and that the Inspector's recommendation is based on suggestions made to him by the member of Parliament? What check have you?—A. I think that practice cannot prevail to any extent, or for any length of time, without its being brought to our attention.

*By Mr. Currie:*

Q. How many of these inspectors were appointed by you?—A. Comparatively few.

Q. They are all political appointees?—A. I do not know that.

*By the Chairman:*

Q. You are simply using the inspectors who were in existence before?—A. Yes.

*By Mr. Currie:*

Q. Supposing I was the member up there in my county, could not the appointment be handled through me?—A. If so, he would be derelict in his duties to the commission, after being circularized and knowing his own position would be in jeopardy.

Q. What could you do with him, if you put anything up to him, and he denied it, how would you have a check on him? It is largely like "naming" a member in the House. After you "name" him, what are you going to do about it?—A. We could recommend the man's dismissal.

Q. Let me ask you one question while we are on this political subject: If you are going to prevent patronage altogether, do you not think that the senatorships and judgeships should go through the commission as well?—A. We are carrying out the Act, gentlemen. We are trying to enforce the Act which you members have put in the Statute Book, but the difficulty is that you members have placed a certain Act, and a drastic Act it is, a very advanced Act—but it is in there by legislation, and the

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members of parliament, while most of them are very, very reasonable, some of them blame the commission for enforcing their own Act; that is unfair, insofar as the commission is concerned. We are living up to the provisions of the Act, and if you desire to change the Act, do so, and we will then just as dutifully carry out whatever provisions the Act may provide.

*By Mr. Currie:*

Q. We will get down to the departmental patronage, and according to their theory that we accepted in the House, the appointments are entirely in the hands of the commission. That invites public confidence. Now, like Stearns has said "They do it better in England", and they used to say "They do it better in France", but we understood in the House that we were to have every appointment on a competitive basis. I know as far as I am concerned, that I was strictly of the opinion that all promotions in your department were on a competitive basis entirely, and now I hear that as far as the commission is concerned, only about five per cent of the appointing power is in their hands, for instance, the Deputy and those under him function to the extent of ninety-five per cent of the appointing powers, and the commission says "Amen" to what they say, regardless of whether there was a competition, or examination previously held, or anything else. Now most of these deputies and those under him were appointed under the patronage system. Is that not so?—A. Yes.

Q. And then does it strike you that they are then exercising patronage?—A. If I remember your remarks in the House, you are urging more power to be placed in the hands of these deputies. I understand the deputies did not have a single word to say about the commission, that they did not interfere with that appointment at all, but now the official of the department seems to go ahead full steam and make all appointments.

Q. All you do is to say amen to it. How many times have you departed from the recommendations of the Postal Department?—A. You are referring to promotions?

Q. Yes.—A. Nobody has been promoted in the Post Office Department without a competitive examination, an examination, not necessarily a written examination but a competitive examination in accordance with the views and with the conditions of section 45 of the Act. That would strictly follow out that provision.

Q. You don't agree with Dr. Coulter that recommendations have to count; nobody could get promotion without his recommendation?—A. I don't think he left that impression. This is what happened. When a vacancy has occurred the first thing is "Have you got any in your department, in this branch, who are eligible for promotion to that vacancy?" The Post Office Department states them and they follow out the provisions of the Act in consultation with the provisions of the commission "Who are those eligible," and then we have a competitive examination as I say, not necessarily written.

Q. Do you tell everybody in the department that is on?—A. That is advertised by poster in the department. Those who desire may apply and they are all given a rating under that section of the Act.

Q. Supposing there was nobody recommended except one, and he was a cousin of the man over him. That is what we call nepotism instead of patronage. Supposing I am the Postmaster and I have a cousin in the department down here who is a pretty good fellow and I am asked as to how many are qualified to take that grade, and I say, "There is only one man who is qualified to take that grade."—A. We have a certain line of promotion provided in our classification; those who are eligible, we insist on the information that will satisfy us that there are no eligibles in that same branch who are eligible for promotion to the higher branch, but we must be satisfied on that point before we would appoint that one man.

Q. You take care they don't put it over you. You say you would like to have some changes made in that Bill before it is passed. Would you mind giving us that, your views on that? Give a memorandum to the Chairman what change you think should be made.

[Hon. Dr. W. J. Roche.]

Hon. Mr. CALDER: How would it do to ask the commission to prepare their statement very carefully and their views of this Bill and set forth their reasons, a copy of which could be given to each member of the committee.

Mr. CURRIE: And suggesting any changes in the Act. If this Act is passed—the reason we are really here is to find out if there are any amendments we can put in the Act?

Hon. Mr. ROCHE: We would have been only too pleased to give our representations before the Act was introduced if we had been asked.

Mr. CURRIE: Of course we don't consult anybody in the House of Commons as to what laws we bring in. We are a power unto ourselves. We are above the Civil Service Commission and anybody else. You still acknowledge we are the governing power.

Hon. Mr. ROCHE: Oh yes, you are supreme. In connection with promotions the practice that prevailed before the new law was introduced—I am personally conversant with the facts that certain promotions recommended by certain postmasters were held up by certain members of Parliament. The doctor admitted that there were plenty of cases.

The witness retired.

The committee adjourned until Wednesday, May 11, 1921, at 11 a.m.





SPECIAL COMMITTEE

ON

Bill No. 122

An Act To Amend The Civil  
Service Act, 1918

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MINUTES OF PROCEEDINGS AND EVIDENCE

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No. 5.—Wednesday, May 11, 1921

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Hon. W. J. Roche, M.D. Further Examined.—Page 107.





**SPECIAL COMMITTEE ON BILL No. 122. AN ACT TO AMEND THE  
CIVIL SERVICE ACT, 1918**

WEDNESDAY, May 11, 1921.

The committee met at 11 o'clock a.m. Present: Messrs. Spinney (in the chair), Argue, Calder, Cruise, Denis, Euler, Gauthier, Griesbach, Johnston, Kennedy (Glen-garry) and Thompson (Yukon) 11.

The minutes of the last meeting were read and confirmed.

Several returns to an order of the committee for certain information from the several deputy ministers were received and read. Ordered that the secretary supply each member of the committee with a copy of same.

Messrs. Roche, O'Hara and Coolican were in attendance.

Dr. Roche, chairman Civil Service Commission resumed his evidence and was examined by several members of the committee.

It being 1 o'clock p.m., the committee adjourned till 8 p.m. this day.

E. K. SPINNEY,  
*Chairman.*

COMMITTEE ROOM 375,

WEDNESDAY, May 11, 1921.

The special committee appointed to consider Bill No. 122, an Act to amend the Civil Service Act, 1918, met at 11 o'clock a.m., the chairman, Hon. Mr. Spinney, presiding.

Hon. Mr. CALDER: If we have a quorum we might start now, as Mr. Spinney cannot be in attendance for perhaps a half hour to come.

The ACTING CHAIRMAN: Mr. Coolican is to appear here this morning. He was to be here at the opening of the committee, but I think the understanding was that Dr. Roche was to resume as the first witness. I have here the first report from one of the deputy ministers as a result of the statements that have been called for. This is the statement from the Deputy Minister of Mines. I think every member of the committee should be furnished with a copy of each of these statements. I would arrange to have a copy of each of these reports furnished to every member of the committee; then after they are studied we can make them a subject of examination. I suppose we might as well proceed with the evidence.

Hon. W. J. ROCHE recalled.

WITNESS: I think probably I had better take up in their order of presentation the evidence as presented to the committee; first, Mr. Newcombe's evidence. There were only two or three points which would require comment on my part. Mr. New-

combe objects to the methods of paying salaries and, of course, Mr. Newcombe has always taken the stand that he is opposed to annual increases of salaries. I don't think there is another deputy minister in the Government service who will take that same attitude. He has always been consistently opposed to annual increases. He desires not only to appoint his men, but to name the salaries; he does not desire to be tied to the schedule of salaries of the Civil Service Commission.

*By the Acting Chairman:*

Q. Just a question, under the Civil Service measures of the United States do they provide schedules as we have provided for annual increases of salaries?—A. Yes.

Q. And they do in Great Britain also?—A. Yes.

Q. Very similar to ours?—A. Within the last few weeks there has been introduced into the Congress of the United States a new classification based upon the last classifications of Canada.

Q. Do they have a wider range? With us it is a period of about five years in which those increases are provided.—A. In some cases they have a shorter range, and in others just as long.

Q. Take as a general rule, what is our range?—A. From \$960 to \$1,260.

Q. I mean as to the number of years from the start until they get the maximum?—A. \$960 is the minimum. They go up by \$60 increases to \$1,260.

Q. Take generally all through the service, what is the period during which they run from the minimum to the maximum?—A. There is no uniformity. In some services, in some classes it will be five years before they get to the maximum; in others probably six; in others four. It differs according to the service because in some classes there are \$60 increases; that is the highest somewhere in the neighbourhood—there are very few I think—of \$300.

Q. Would you say that our system differs materially from that in the United States, or in Great Britain?—A. I would not speak so confidently about Great Britain, but I think they are much the same in the United States. The classification in Great Britain is not based on the same basis as ours, because they are divided into second class and third class, much the same as our old classification was.

*By Mr. Euler:*

Q. Can you say in the United States what is the system under the Civil Service law with regard to appointments?—A. They have what they call exempted law for certain positions, but I think I am correct in saying that three-quarters of their Washington service and what they call the field service, away from Washington, about three-quarters of that service is in what is called unclassified civil service.

*By the Acting Chairman:*

Q. Would you be able to supply us with a list of the executive classes in the United States?—A. Yes.

*By Mr. Euler:*

Q. I understood the service is pretty generally under the Civil Service Commission over there?—A. Yes.

Q. Entirely?—A. There are certain positions that are the nomination of the president.

Q. The executive positions, I suppose?—A. Yes. They change with the change of president.

Q. How about the postmasters?—A. I think the postmasters are a distinct separate service but they have them graded. They grade 1, 2 and 3 and a portion of them are in the inside service. I think quite a number of them are under the nomination of the president. I don't think either that any other deputy minister, at least

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it has not been the experience of the commission, has the view of Mr. Newcombe that our clerical service is overpaid. I asked him that question before he retired so that I might not make a wrong presentation of his views as to whether when making the remark he considered the salaries were high for the men, the salaries of the professional men or the salaries of the clerical men. He said the clerical men.

Q. The lowest is \$960?—A. No, the juniors, and he has very, very few, if any.

*By Mr. Griesbach:*

Q. I understood the idea he sought to convey was that by reason of the classification that, taking it by and large, more money was paid for clerical assistance than was necessary?—A. I did not understand him to say that individual persons giving clerical assistance were overpaid, but rather by reason of the classification a larger amount of money was necessary to pay the people who worked at that work. If that is what he meant, I don't think in that respect his views are shared by the other deputy ministers, because of the fact that when appeals have been sent in against the present classification almost invariably the deputy ministers have got behind their employees in connection with their appeals, and in fact invariably the appeals were for higher salaries.

*By the Acting Chairman:*

Q. This is the impression I got, if the classification had not been arranged for, and if the schedules of salaries had not been approved providing for annual increases; if he were left entirely alone to go out and get the help required he could get it at a less price than he is now paying. That is the impression I got.

Mr. GRIESBACH: "Q. Well then you have your clerical staff. Would you say the efficiency of that end of your staff is as good under the existing conditions in the Civil Service Commission as it was previous to the coming into force of this Act?—A. The expense is greater." That rather bears out the impression I have got that they are paid more but the expense of classification costs more.

Mr. THOMPSON (Yukon): Whose evidence are you quoting?

Mr. GRIESBACH: Mr. Newcombe's, the Deputy Minister of Justice.

WITNESS: I don't remember that any of the other deputies were asked that specific question, but I feel sure if they were their evidence would not harmonize with Mr. Newcombe's.

*By Mr. Griesbach:*

Q. He would just like to have those people paid a suitable wage, even if at the same time a lot of other people whom he knows perfectly well are not entitled to the wage are getting it.—A. Well we think, General Griesbach, that about one of the best arguments as to why our salaries are not increased to what they should be is because Parliament voted \$12,000,000 in excess of our salaries to make up for the high cost of living. I know the salaries are inadequate, but I also suspect in a service that is to be governed by cast iron rules you are going to have a lot of inferior people trying to get in the wake of the good people. You cannot avoid that state of things, not in the Government service.

*By the Acting Chairman:*

Q. You provide a schedule of salaries for a clerk. It runs from \$1,200 to \$1,600. He does not necessarily get each year his increase?—A. Not unless he is reported upon by the deputy minister as having become more efficient in his work.

Q. They don't get it automatically?—A. Not now. They formerly did.

*By Mr. Euler:*

Q. Is that the case all through the service?—A. Yes.

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*By Mr. Thompson (Yukon):*

Q. As a matter of fact do they work it that way?—A. Yes, it used to be automatically they got their annual increases. That principle was objected to in 1896 at the change of Government, and when Sir Wilfrid's Government came in he abolished the annual increases but they did not stand abolished, only for a year or two. They had to come back to that. They found it would not work. It was not much encouragement to the employees. It was run by favouritism: Some would get it and some would not. Unless they were reported against they got it automatically. But now under the new Act, the Act is changed so that unless they are reported upon favourably they don't get it.

*By the Acting Chairman:*

Q. What percentage are not reported upon favourably?—A. A very, very small percentage.

*By Mr. Euler:*

Q. After 1896 you say some got it and some did not. Under whose control was it?—A. It was under the control of the ministers and the deputies.

Q. Is that not the same now?—A. I am not sure whether during the first year there were any increases to anybody. I think there were but a few. They might be larger the second year, but the Government finally decided they had erred in making that rule and it is a fact that the deputies now, on the representation of the respective heads of branches, recommend at the present time those who are favourably reported. But the difference between the old system was that before unless they were reported against as not being efficient—

Q. It was negative, and this is positive?—A. Yes.

Q. As it is done now by the deputy minister, is that increase a definite fixed sum under the statute, or has he anything to say as to the amount of the increase?—A. No, the classification provides for the amount of the increase.

*By Mr. Thompson (Yukon):*

Q. I understood you to say that the great majority as a matter of fact did get an increase under this system?—A. Yes.

*By Mr. Griesbach:*

Q. There are two forms of report, an adverse report or a favourable report. Are they called by that name, or what do you call them?—A. Yes.

Q. In the event of either of these reports does the man reported upon see the report or is it a secret report?—A. He is entitled—

Q. We will start at the beginning. Before making this report the deputy minister is not at the branch. The deputy minister makes a report. It is an adverse or favourable report. You have spoken of adverse and favourable reports?—A. Yes.

Q. Who makes this report, the chief of the branch or the deputy minister?—A. The man we look to is the administrative head of the department.

Q. The deputy minister?—A. The deputy minister.

Q. Now how he gets his information is a matter of internal administration. Have you prescribed any procedure to follow, or do you interfere with that at all?—A. We don't interfere with that at all.

Q. So you only look to the deputy minister?—A. Yes.

Q. For an adverse or favourable report?—A. Yes.

Q. That report is made to you, that report about this man?—A. Yes.

Q. Is that man entitled to see that report, whether adverse or favourable?—A. Yes, he is entitled to be made aware of why he does not receive his annual increase.

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Q. Does he see the report?—A. No, he does not see it. As soon as he is denied his increase he goes to his deputy for an explanation.

Q. The deputy tells him everything he likes?—A. He explains why he did not recommend him.

Q. Yes, but what I am driving at is, has a regularly understood procedure to be followed. Now I want you to explain it to me. It means the man does not get his increase and he goes and grouches to the deputy minister who tells him anything he likes, but he does not see the actual report made to you that bars him from his increase?—A. If he applied to the commission we would not have any objections to showing it to him.

Q. Don't you think that method of adverse or favourable report should be definitely dealt with? The chief of the branch, who knows most about the man, makes a report which is endorsed by the head of the department; before it gets to him at all so he will know why it is he does not get his increase and the very reasons why he does not get it. Should not that be done?—A. Well, as a matter of fact the deputy when sending in his report, if it is an adverse report, sets forth the facts upon which he refused to recommend this employee for his increase. When the employee does not get his increase, he goes to the head of his branch or to the deputy, either one or the other to find out why an adverse report was handed in, what was the nature of the complaint. He is entitled to it and we would give that to him if he applied to us, but we leave that to the administration of the department.

Q. I don't think that is sound. Why don't you take power? It seems to me you have the power to enact or legislate that primarily the chief of the branch should make that report. He primarily makes a report, adverse or otherwise, or it is then concurred in by the minister and shown to the man who is reported on.—A. You bring the minister into it?

Q. The deputy minister. I don't say the minister. Then you have before you the report of the chief of the branch. You have before you the concurrence of the deputy minister and then you have the man who is reported upon who might sign it himself. That is the military practice. Then there is nothing concealed. Everything is above board. The chief of the branch takes the responsibility of saying "This man is not entitled to it, he is no good." It is all above board. There are frequently complaints we hear about underhand methods, probably existing. Would not that be a good idea?—A. The only thing is, the commission did not care to butt into the administration of the department any more than is absolutely necessary. Perhaps some of the deputies will resent the powers we have at present, but we hold the deputy minister as the responsible head of that department for the nature of his report. Now, he has to square himself with his employees.

*By the Acting Chairman:*

Q. That is what the law requires him to do?—A. That is what the law requires him to do.

*By Mr. Euler:*

Q. Do you suggest a man sign an adverse report of himself?

Mr. GRIESBACH: He signs it under the words "I have read this report." He signs as having seen the report. It is signed all along the line, by whoever is responsible for it, and the man who is reported on signs it.

WITNESS: Now, Mr. Newcombe admitted, as the evidence General Griesbach just read bears out, that his technical staff is as efficient as it was in the past, but his penitentiary staff is not so efficient. If that is the case Mr. Newcombe must have based his views either on the question of appointments to the penitentiary staff or the methods of promotions, the methods under which they were appointed, and the men who were appointed and promoted. In connection with the appointment, as I

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stated the other day, any local appointments to the penitentiary staffs are made after having them advertised locally and sent in to the warden of the penitentiary. That is the phase where Mr. Newcombe said if he went back to the old system he would hold the warden responsible for the appointment of a guard or anything like that to the penitentiary, and act upon the recommendation of his warden and he would recommend such a man to the commission. That in fact is what we do to-day with the difference that under the old system the warden would recommend one man who would be recommended to him by the member of the constituency. To-day the applications are sent in to the warden. The warden gives oral interview to all the applicants, sizes them up, their fitness for the position, their personality, and all that kind of thing, and makes his recommendation as to who, in his opinion of those applicants, giving the returned soldier, if he has the minimum qualifications, the preference. He makes this to and through his deputy in the penitentiary branch. It comes before the deputy, and if it is so recommended to the Civil Service Commission, and I don't think there has been an appointment made to the penitentiary staff that has not thus far met with the approval of the deputy head.

*By Mr. Griesbach:*

Q. Do you recommend that the warden recommend the string of applications they have waiting? Would you recommend them selecting fifteen extra people to have them ready?—A. Yes. I am glad you touched upon that point. I believe they have posters almost continually in order to build up an eligible list and when they find a satisfactory man they send that to the commission and we place the name on the list so that to-day if they wanted an additional guard for Kingston penitentiary we would have that man on our list and immediately assign him and that would do away with the delay.

*By Mr. Euler:*

Q. Would he have to pass an examination?—A. Not a clerical examination.

Q. What kind does he pass?—A. Of course he is rated on his personality more for the position as guard.

Q. Does the commission see that man at all?—A. We are guided by the recommendation of the warden.

*By Mr. Griesbach:*

Q. Looking into the future, the object of your commission is that you would find amongst your guards suitable men to promote to the various positions from time to time in the penitentiary. Supposing a job for an accountant became vacant you would hope to promote somebody?—A. Yes.

Q. Then when the warden's job became vacant you would hope to find on your penitentiary staff a suitable man to occupy the position of warden?—A. Yes.

Q. You have to start in at the bottom because every man you get in at the bottom should be a potential warden?—A. Take, for instance, the stores clerk in the penitentiary—

Q. That examination is taken by somebody in the penitentiary service?—A. Not necessarily. If there is a vacancy and there is anybody in the penitentiary who is eligible for promotion we give the preference to them for promotion and it is only where there is no person eligible for promotion we have a new appointment.

Q. I found in the Findlay Commission they were allowed to hold up the service and all that sort of thing in all Government departments. The idea was that live men should be promoted to positions and so on and the service standardized throughout Canada. Are you carrying that out?—A. Yes, we are. In fact I made a list of 14 promotions in the penitentiary service under the new Act. Each promotion was

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recommended by the deputy warden and by the deputy minister, by the superintendent of penitentiaries. Take, for instance, now James Ewen, prisoner guard; he was promoted to industrial guard in the Saskatchewan Penitentiary. This gentleman was recommended by Mr. Newcombe. You will recollect Mr. Newcombe stated the department had nothing to do with promotions and they were emphatically told they were not expected to have anything to do with it.

Q. That is your statement is it?—A. That is his statement, except the last few words, and as evidence that my statement is correct I am just quoting to you now for prisoner guard Mr. Ewen was promoted; recommended by Mr. Newcombe for promotion. William Meighen from deputy warden to warden. Meighen was the deputy warden at the Alberta Penitentiary and the warden there was transferred and promoted to Kingston Penitentiary, so Meighen, the deputy, was promoted. He was recommended by Mr. Newcombe, then he was transferred at the close of the Alberta Penitentiary to the Dorchester Penitentiary at the request of the Justice Department. Take Mr. Chapman: he was promoted from prison guard to prison book-keeper. He was recommended by Mr. Newcombe. "Promotion recommended by Mr. Edwards for the deputy minister."

Q. You don't think it is your business to see that there is a chain of recommendations?—A. We do.

Q. He was recommended by Mr. Newcombe? Who recommended him to Mr. Newcombe?—A. The warden.

Q. The warden of the penitentiary where he was working?—A. Yes.

Q. Do you insist on that chain of recommendations?—A. Yes. W. Patchell, from chief prison keeper to warden; stamped with Mr. Newcombe's signature accompanying the warden's recommendation. W. Elson, chief keeper to deputy warden at Dorchester. Here is one case where we had a lot of difficulty with the department. They originally wanted the transfer of G. Sullivan from Kingston to Dorchester. We asked, "Is there nobody on the Dorchester staff eligible for promotion?" because we find in practice that the transfer of men from outside points causes a good deal of irritation to the staff if there is an eligible person on the staff.

Q. You are referring to local prejudice, which you should not do?—A. I am not referring to prejudice outside the staff. I mean the irritation caused to the employees on the local staffs. They feel another man has been brought in from the outside, when if there is a competent man it is only proper he should be given the preference to come up.

Q. The man from the outside might be more competent and more deserving of promotion. I attach great importance to making our staffs safe throughout Canada.—A. Take the Dominion Lands Branch—

Q. Let us talk about the penitentiaries. It is a good thing to talk about. We have something pretty definite to work on.—A. Our practice is, and we find it works out to the benefit of the service, that if there is a local vacancy in the Dorchester penitentiary and there is a man who is one grade below that, that that man, if he is competent should be promoted and encourage the local staff rather than have a man brought in from another point and put in there over his head.

Q. Even though you might have another man in another branch, a well qualified man, would you debar him his promotion?—A. That other man would have an opportunity when a vacancy would arise on the staff where he is located.

Q. He might be five years waiting?—A. I think vacancies arise. Men die in the penitentiary and men resign just the same as in any other portion of the Government service.

*By the Acting Chairman:*

Q. Your view is, taking it from every standpoint, if a man is available, even if he may not be quite as competent as an outside man, the best thing for the service

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is to promote the local man?—A. Yes, unless we are going to have general promotional examinations for every position in every penitentiary, which I am sure would cause more delay in filling vacancies than at the present time.

*By Mr. Euler:*

Q. Even if we might have a man in another penitentiary who possibly might be just a little more able than the local man, I think that would be counterbalanced by the fact that you would avoid friction in the local institution?—A. More harmony of the staff.

*By Mr. Griesbach:*

Q. That is quite so, blanketing it, from a restricted point of view. But if you are trying to build up an all-Canada service you have not only got to think of harmony in one particular institution but you have to think of the whole of the service throughout Canada, and the fact that a man in Prince Albert may count himself as fairly senior in the service to entitle him for promotion in Dorchester—that would strengthen the service.

*By Mr. Euler:*

Q. You would hardly take offence if a man were promoted from the Dorchester service if the man is ordinarily capable. I think that principle is right.

WITNESS: Another case: E. H. Cummings, from prison guard to prison keeper. The department first stated that there was no one on the staff at Dorchester qualified, and recommended George Sullivan from Kingston. Here is a position on which we had information that there was no person eligible on the local staff. The position was advertised in Kingston, St. Vincent de Paul and Dorchester penitentiaries and ten applications were received.

*By Mr. Griesbach:*

Q. Why did you confine it to the eastern penitentiaries?—A. In the first place, we did not want to bring a man all the way from British Columbia or Manitoba. I don't think we would have any applications in the first place, owing to the very small increase in salary it would not pay a man to move down here. The Government would be put to the expense of his moving.

Q. I think you must face that if you are going to make an all-Canada service?—A. It was with the approval of the department that we held this examination in those penitentiaries, although they first desired the transfer of Sullivan and after assuring us there was no man competent on the local staff there were ten applications. Mr. Sullivan did not apply. The applicants were rated on ratings supplied by the department as to seniority, efficiency and fitness and E. H. Cummings of the Dorchester penitentiary, the very penitentiary where they stated there was nobody eligible—the warden did not state that—secured the highest rating. Mr. Cummings of the Dorchester penitentiary secured the highest rating. He was highly recommended by Mr. Newcombe. Now the warden of that penitentiary wanted to promote Mr. Cummings and he had a man on the staff that went out in competition with ten others.

*By Mr. Euler:*

Q. You say he was not supported by the deputy, the recommendation of the warden?—A. No, when we first got it from the department; I am not positive; my notes do not show that Mr. Newcombe stated there was nobody on the staff eligible but they just showed the department reported there was nobody on the staff eligible. I am not sure whether that report came through Mr. Newcombe or from the superintendent or from whom.

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Q. Well as a matter of fact the warden had recommended someone?—A. Yes, he had highly recommended Cummings.

Q. How did that come to you?—A. The warden did not recommend him to us.

Q. Who would he recommend him to?—A. To the general superintendent.

Q. He would be supposed to pass that on to the deputy head?—A. Yes.

Q. And yet the deputy head did not ask for the appointment of that man?—A. No. Their favourite was Sullivan of Kingston, to be transferred.

Q. Why didn't you ask for it?—A. We insisted on having assurance from the responsible head of the department or the department as to whether there was an eligible or not, and we did act upon the department's representation that there was no eligible and therefore we throw out open competition before it had debarred anybody on that local staff from applying.

*By the Acting Chairman:*

Q. You did not have that knowledge when the warden recommended Cummings?—A. No.

*By Mr. Euler:*

Q. How did you find out that the warden had recommended Cummings?—A. I don't care about answering positively about that but I would not be sure just exactly how we found that out.

*By Mr. Argue:*

Q. Under the old system the chances are that Sullivan from Kingston would have been sent down and this man on the ground would not have had a chance at all?—A. That is the way it would have worked out.

Q. Your commission then saved the situation so far as this man at Dorchester was concerned?—A. Yes. There are fourteen cases which go to show that when these cases of promotion were sent into the commission they all bore the signature of Mr. Newcombe, recommending them, who had in turn the recommendation of the warden, so that you will see that Mr. Newcombe was not quite accurate.

*By the Acting Chairman:*

Q. My impression is that Mr. Newcombe in that part of his evidence was referring rather to his own staff in Ottawa rather than to his outside staff?—A. Oh, no. He stated he had a less efficient staff in the penitentiaries.

Mr. JOHNSTON: No, he did not say that.

The ACTING CHAIRMAN: I don't think he stated the ordinary recommendations did not come in from the wardens for the appointment of outside parties. I understood so far as promotions in his own staff in Ottawa were concerned that he did not make any recommendations.

*By Mr. Johnston:*

Q. The questions were those. I put the question to Mr. Newcombe, the question as to his clerical staff "The clerical staff in the inside you say is as efficient". His answer was "Yes". "Q. And in connection with the outside, penitentiaries and so forth, they were not as efficient" "A. No, it has not improved under this system." He did not say it was not as efficient, he said it had not improved.

WITNESS: I thought you just read it was not so efficient.

Mr. JOHNSTON: I would take that as a contradiction of my statement that it was not as efficient.



*By Mr. Euler:*

Q. You have a particular case where you had appointed a man from Dorchester who had been passed over before. Would the deputy head have had the power of rejecting your appointment of this man?—A. Under the present system?

Q. Yes.—A. No, except during the first six months of probation. All appointments are on probation for a period of six months and if he is not satisfactory the deputy has the power of rejecting him. I was just labouring this, for the reason that if the staff of the penitentiary was not as efficient it must have been by reason of our appointment of these men. Now, the appointment, as I have already explained, was through the endorsement of the deputy, of the warden and promotions likewise, so I cannot see how he can logically argue that the staff of the penitentiary are not as efficient when the men that have been appointed have been highly recommended by the warden and by the deputy minister himself, and I might just say here that even before Mr. Newcombe had given his evidence, on more than one occasion, the general superintendent of penitentiaries has admitted to me that the new system was working excellently, and I would suggest respectfully that the general superintendent be asked to give evidence here because after all I think we will all agree that Mr. Newcombe sitting in his office from one end of the year to the other in an administrative law capacity is not as good a judge as to the efficiency of the penitentiary staff as the superintendent of the Dominion penitentiaries and the warden and the superintendent. My experience is quite the contrary; but not only himself but his inspectors and his wardens would not desire to go back to the old system under any consideration.

Q. Where is that general superintendent located?—A. Right here in Ottawa.

Q. We could have him very readily?—A. Yes. In order also to bear out so far as the commission is concerned we have never intimated to Mr. Newcombe that he has nothing to do with promotions, and I wish to read to you a circular I sent out on March 18, 1920:

CIVIL SERVICE COMMISSION, CANADA

OTTAWA, March 18, 1920.

*Copy of circular letter sent to all departments.*

SIR:—

I am directed to call your attention to section 45 of the Civil Service Act, 1918, as amended, which refers to the subject of promotion in the Civil Service. Hitherto, it has been the custom for the deputy head of a department, with the approval of his minister, to recommend for promotion some specific individual whose qualifications were then inquired into by the Civil Service Commission, and for whom a certificate of promotion was issued, providing the result of such investigations proved satisfactory. It will be observed that under the new Act no provision is made for recommendation by the deputy head, but that it is provided that promotion shall be made for merit by the commission upon such examination as the commission may by regulation prescribe. The Act further provides that vacancies shall be filled as far as is consistent with the best interests of the Civil Service by promotion, and in view of this provision the commission will be glad at any time when the department wishes to lay particular stress on the advisability of having the vacancy filled by promotion to receive from the deputy head, at the same time that the vacancy is reported, a letter setting forth the special features attaching to the case, and, if possible, a list of the names of those officers who might be considered in line for promotion and who might be admitted to a promotional examination. All vacancies on the permanent staff, except such as may be filled by transfer, should be reported to the commission on form C.S. 60, requisition for permanent appointment, but, inasmuch as it is

incumbent upon the commission to decide in what manner the vacancy shall be filled, whether by promotion or by open competition, the commission will be glad of any suggestions from the deputy heads which will help them in making this important decision. It is hoped that a system of co-operation may be established between the commission and all the departments of the Government, which will work to the best interests of the public service.

I am, Sir,

Your obedient servant,

Secretary.

I will also supply you with the list of promotions which have been approved by the Civil Service since the first of January, 1920:

LIST of promotions which have been approved by the Civil Service Commission since the first of January, 1920, in the Penitentiaries Branch of the Department of Justice:

*James Ewan*, from prison guard to industrial board (baker), Saskatchewan Penitentiary. Mr. Ewan was recommended by Mr. Newcombe. There was no competition.

*William Meighen*, from deputy warden to warden, Alberta Penitentiary. Mr. Meighen was recommended by Mr. Newcombe as acting warden, Alberta Penitentiary. His transfer to Dorchester was requested by Mr. Edwards. Pro. cert. was issued instead of Temp. cert. asked for by department.

*P. D. Chapman*, from prison guard to prison clerk-book-keeper, Saskatchewan Penitentiary. Mr. Chapman was recommended by Mr. Newcombe as acting clerical assistant. Promotion was recommended by Mr. Edwards for deputy minister. No competition.

*R. R. Tucker*, from chief prison keeper to deputy warden, Kingston Penitentiary. Requisition sent by E. L. Newcombe with return of poster advertising the vacancy. There were two other applicants.

*W. A. Patchell*, from chief prison keeper to deputy warden British Columbia Penitentiary. Recommendation filled in on form and stamped with Mr. Newcombe's signature, accompanying the warden's recommendation. One other application.

*C. S. Elsdon*, from chief keeper to deputy warden, Dorchester Penitentiary. The transfer of G. Sullivan from Kingston was recommended. The department was asked to make a definite statement that there was no one at Dorchester qualified. A promotional competition was held at Dorchester and Mr. Elsdon's eligibility was established. Promotion requested by deputy minister.

*Herbert W. Cooper*, from prison guard to office assistant to warden, St. Vincent de Paul Penitentiary. Mr. Cooper was employed in the position by warden. Reported by deputy minister with recommendation by General Hughes marked "Unofficial." Requisition on form for promotion signed by deputy minister.

*Arthur N. Raven*, from prison guard to penitentiary nurse (male) Kingston Penitentiary. Requisition for promotion signed by Mr. Edwards for deputy minister. No competition. Mr. Raven was the only man on staff capable of performing duties.

*George T. Goad*, from prison guard to office assistant to warden, Dorchester Penitentiary. Requisition for promotion on form signed by deputy minister. Only man in line for promotion.

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*George W. Trollope*, from office assistant to warden to chief prison keeper, British Columbia Penitentiary. There were five applicants, but despite the fact that Mr. Trollope had only been appointed in May, 1920, while the other three permanent applicants had been employed since 1901, 1886 and 1906, respectively, the department recommended him for promotion and gave him a much higher rating on efficiency.

*M. J. Walsh*, from prison guard to chief prison keeper, Kingston Penitentiary. Promotion recommended by deputy minister, the warden, the superintendent of penitentiaries and Inspectors Smith and Fatt.

*Harry Woods*, from assistant prison guard to prison clerk-book-keeper, Stony Mountain Penitentiary. Mr. Woods was the only applicant and was recommended by Mr. Newcombe.

*E. H. Cummings*, from prison guard to chief prison keeper, Dorchester Penitentiary. The department first stated that there was no one on staff at Dorchester qualified, and recommended transfer of Geo. Sullivan from Kingston. Position was advertised in St. Vincent de Paul, Dorchester and Kingston Penitentiaries and ten applications were received. Mr. Sullivan did not apply. The applicants were rated on applications, references and ratings supplied by department as to seniority, efficiency and fitness, and E. H. Cummings, Dorchester Penitentiary, secured highest rating. He was highly recommended by Mr. Newcombe.

*James Allen Grant*, from prison clerk to senior stores clerk, Kingston Penitentiary. Recommended by warden and accountant and promotion requested by Mr. Newcombe. One other applicant.

May 9th, 1921.

Now, we desire to establish close co-operation between the department and the deputy heads. I would say in justice to the deputy heads the major portion of them have been very kind, considerate and reasonable in this respect, and have been acting in co-operation with our departmental officers. I will admit there have been exceptions; some of them have refused to co-operate, never favoured the commission's establishment, the extension of its jurisdiction, have never co-operated. I don't wish to criticise unduly—

*By Mr. Argue:*

Q. Dr. Roche, probably at this point the question I would want to ask would be in order. Both Mr. Cory and Mr. Johnston stated very emphatically that in their opinion your commission was overloaded, you had too much work. You were given a task that it was impossible to carry out. Do you agree with that?—A. They gave us a tremendous undertaking all at once, not as in other countries on the instalment plan and spread over a number of years, but no doubt taking advantage of the war conditions and following the war and Union Government they did unload on us a tremendous load, a tremendous responsibility, but, gentlemen, I will say this, that the greatest task, perhaps, the most irritating task to the service, is because of the animosity of some of the higher officials to the classification. You know the salary question is the vital question with the average civil servant, and therefore the fixing of salary schedules for about 60,000 employees was a task not only of immense magnitude but of immense complexity and no body of men, no matter who they were could have accomplished such a task without a tremendous lot of criticism.

*By Mr. Euler:*

Q. After the criticism resulting from the classification subsidies, if it ever does, do you think in that case your commission is still overloaded with work?—A.

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I think we improved our conditions last year from the year before, and we are improving them now from last year. If we are given time to work out the Civil Service Act we can cope with the situation satisfactorily.

Q. If you were asked—in case you were to be relieved of some of the work—if you were asked what portion of it did you think you could best be relieved of in the interests of the service, what would you recommend?—A. I would recommend that portion of the service that is less workable under our procedure. If it is found impracticable to get good results from any class of our work, that is the class I would recommend to exclude. It would not be necessary to exclude by a new Act of Parliament.

Q. Would you include the major portion of the outside service, for example?—A. That is not necessary.

Q. Postmasters, for example?—A. Well now I take it that the grounds on which postmasters are asked to be removed from the jurisdiction of the service are not valid grounds. If it is for any reason Parliament desires to remove the appointment of postmasters from the jurisdiction of the commission except that our machinery has fallen down, that we cannot cope with it, or on account of too long delays that impair the efficiency, if it is on any other grounds than these, take it away and we won't object, but what the commission objects to is this, to have assigned as the reasons for the removal that we cannot cope with the situation.

Q. You don't admit that?—A. No, I don't admit it.

Q. What I was trying to get at is, if it was decided the commission was overloaded, which portion of your work would you give up with the least disadvantage to the public service in your opinion?—A. Well, it would have to be demonstrated to the commission what particular classes it is found impossible to work under our procedure, and if we can be shown evidence to that effect we will voluntarily go and ask the Government to exempt that class from the provisions of the Act under Section 38.

Q. Have you any information with regard to that now?—A. Of course the only classes that are mentioned in the Act are postmasters, technical men and labourers. So far as postmasters are concerned, while we are not anxious to hold the different appointments of postmasters—

*By the Acting Chairman:*

Q. Don't you think that gets to the very crux of the situation?

Mr. EULER: That is what we want to get at.

*By the Acting Chairman:*

Q. Before we had that we should have more evidence before us and the commission should have more evidence before us.

Mr. EULER: I just want his opinion, which will help me form my own opinion with regard to other things.

The ACTING CHAIRMAN: It strikes me the commission themselves before they really express a final judgment on that question should have an opportunity of reviewing the evidence that comes before the committee.

Mr. EULER: These deputy heads we have heard have given their definite and final opinions in their own departments. As I said, Dr. Roche was qualified to form some sort of opinion with regard to that. I am quite satisfied to get it later on.

WITNESS: So far as the two classes, especially the postmasters—

*By the Acting Chairman:*

Q. Just one moment. We are going to have evidence here as to the increase in the staff that has been necessary to make those appointments and the costs. We are

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going to have evidence as to the methods that have to be followed. Supposing we find for example that it costs in the neighbourhood of \$200,000 a year to make those appointments, the way it has to be done at the present time, that might affect his judgment as to whether the postmasters should be taken off.

Mr. EULER: That is approaching the question from another angle, but I was trying to get at this point. The statement was made that the commission was overloaded with work. That may or may not be the fact. If it is decided that that is true, then we want to find out what in the judgment of the Chairman of the commission could most easily be dispensed with, not from the point of view of expense, but from the point of view of their overloading. That is perfectly fair. That is looking at it from one angle. We can look at it from the other angle at some other time.

The ACTING CHAIRMAN: Before we decide that I think we should have the views of the commission very clearly on that point.

Mr. THOMPSON (*Yukon*): Yes, but not now.

The ACTING CHAIRMAN: I think this question will be quite in order at the present time. The doctor has admitted there was a tremendous volume of work thrown on the commission suddenly and there would be large difficulties in handling it. You have already under section 38 of the Act exempted certain classes. They have already done so. I think you might get evidence from them as to what classes they have exempted and why.

WITNESS: I thought I briefly explained the other day what classes had been exempted. I cannot recollect all the classes, but the whole of the department of the Soldiers' Civil Re-establishment were exempted in so far as their temporary appointments were concerned because it was a temporary department, and we recommended owing to some of the difficulties we were having in temporary appointments away from Ottawa to the Governor in Council to exempt this department for the space of two years. Now the Governor in Council cut that date down for one year, made it one year. That expired this spring, and we recommended an extension for another year, and I believe they extended it for another year. Another department was the Soldiers' Settlement Board; for a similar reason it was cut down to one year, and extended another year this spring. There have been isolated positions where open competition was impracticable. Any class of positions that we saw it was demonstrated to us by the department or departments were impractical of being filled under the competitive system we have recommended exemption of those positions, and they have been exempted under the section of the Act. I cannot recall the particular individual positions, but those two large departments, the temporary appointees.

Q. You have given a blanketing order, and they have been putting on employees for a period of two months?—A. They can employ any person away from Ottawa. They can put a person on and keep him on for thirty days without coming near the commission at all. It is only after thirty days, if they continue their employment, they require a certificate for other employment.

Q. What is your practice as to manual labour and day workers?—A. That is a class we are not anxious to have, but it is not by reason of the fact that we cannot cope with the situation, because we practically give a free hand to the departments now in the matter of labourers. Mr. Johnston practically admitted that the other day in his evidence. He said: "We are not hampered. We practically from our own offices appoint our labour."

Q. You still have control of it. They must report to you?—A. Yes.

Q. They practically make that appointment of day labourers except they must report to you?—A. Yes.

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Q. You have exempted the whole of the steamship service from captains down to cooks?—A. The Act states that all on His Majesty's ships as well as the employees of the railways.

*By Mr. Argue:*

Q. In the case of the temporary employees out in the provinces, say in the province of Saskatchewan, the Dominion Lands Office, they need a man for any particular kind of work. They can put a man on for thirty days?—A. Yes.

Q. If that is a permanent position applications are asked for. Is any preference given to that man who has held the position temporarily?—A. No, for this reason: The department would abuse that privilege. They would put on favourites of their own in many cases; they would say, "Oh, this man is on the job." He is given the situation. That would handicap every other competitor. They would put him on temporarily and claim because of his experience he should be the person.

Q. Is it not a fact that in the great majority of cases those people who fill these positions temporarily are made permanent?—A. If you are now referring to the recent blanketing legislation, that obtains. All those who were in the department prior to November 10, 1919, that was the date of this Civil Service Act, they recently have been blanketed, not appointed by the Commission, if they proved satisfactory.

*By Mr. Euler:*

Q. Having regard to the preservation of the principles upon which the present Civil Service Act is based, namely, the elimination of political patronage, do you think, Dr. Roche, that the exclusion of postmasters, labourers, professional, scientific and technical officers from the jurisdiction of the commission would largely nullify the object of the Civil Service Bill?—A. I would say if that clause passes in its present form it would mean driving a coach and four through the Civil Service Act.

Q. It would bring back the old conditions?—A. To a large portion of the service. It would be very materially abused and enlarged, and I am afraid it would be a constant source of irritation between the deputy heads and the commission by reason of this man and that man claiming to be a technical man.

Q. So this Bill will act as a repeal of the Civil Service Act to all intents and purposes?—A. I would say its abuse would result in that, and I might say in regard to the British Order in Council that was referred to the other day by Mr. Cory, and my information is that there is no one portion of the British Civil Service that more fault is found with than the technical appointments and by reason of the manner of their appointments, and even there they have examinations, that is, they have to be certified to by the commission and the commission insists on some kind of an examination, one of three. There is what they call the open competitive examination, such as they have in their clerical service, such as we have here in all our service. Very few technical men are appointed under that open competitive principle. There is what they call a limited technical competitive examination where a certain number are allowed to compete but the candidates are selected by members of Parliament, selected by high officials of the Government.

*By Mr. Griesbach:*

Q. Not in England?—A. They select men to try for the examinations in the technical positions.

Q. Members of Parliament?—A. That is the old system.

Q. I don't think that has been done for fifty years in England.—A. The members of Parliament used to do this in connection with all appointments in the years gone by. That is eliminated, but even to-day they are allowed the privilege of nominating candidates who may try the examinations. Members of the government can do it. I might say officials of the government, all of them used to do it in days gone by.

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Q. Before you make that statement you must be very sure of your ground?—A. I was in hopes it was not so, but my information comes from a gentleman who of recent years tried the civil service examination in a technical position in England and I was loth myself to believe it because I knew that was the ancient custom which had been eliminated in connection with general appointments.

Q. I think you better be sure of that.—A. I will inquire into that phase of it. There are two or three examinations. Then there is the qualifying examination.

*By the Acting Chairman:*

Q. Under the provision of the British law there is the examination and the appointment is made?—A. Yes.

Q. Coming back, you say if this passes and becomes law it will practically drive a coach and four through the whole Act and destroy the main principle embodied in the Act. Just let us see what this says: In the first place it is proposed to eliminate manual labourers. They have already admitted they are practically exempted now, not technically but practically?—A. With this difference, that we put upon the departmental heads the responsibility of certifying that those selections have been made irrespective of any favouritism, and they are instructed to apply in the locality to Government Employment Agencies of the Great War Veterans where they keep a list of those looking for employment.

Q. A man out on the experimental farm in Saskatchewan say wants a man to do a couple of hours work in repairing or some such class of work; he goes and gets his man. I don't think he would pay much attention to your regulations in that regard. There has been no favouritism; he simply goes and gets a man and sends in whatever certificate you require.—A. He does that under the Act without coming to us at all up to thirty days.

Q. Take the manual labourer: I suppose those fellows out here would be classed as manual labourers, shovelling snow and so on. Do you mean to say the person hiring them has any difficulty in getting the certificate you require?—A. Under the old system he would have to be recommended by the city members. That is the whole thing. Whoever the city members are they would have the appointment, and I have been told by a high official, the chief of the branch right in the Interior Department that if that provision passes he is afraid it will embarrass him very much in connection with the labourers they are employing in the parks in Western Canada every summer. He says if a man has to come there and be put on on the recommendation of a member of Parliament, not only will it undermine discipline, because the foreman, if he discharges that man for inefficiency, will soon hear from the member of Parliament. These men will practically defy the chief. They are put on and they will say, "I was put on here and I am going to stay here." It will undermine discipline.

*By Mr. Argue:*

Q. Take it out in Swift Current to-day: putting up fences, digging post holes and so forth, how do they get these men?—A. The department have a free hand in engaging their labour.

Q. They don't have to be reported to you?—A. Not until thirty days and they have to be certified by the Civil Service Commission in order to get their pay. After thirty days they send in their names, stipulating how long they have been engaged for and we merely issue a certificate to legalize their appointment, but for thirty days they don't require a certificate at all.

*By the Acting Chairman:*

Q. The foreman has all the responsibility put on him of putting these men on. If he as foreman is told, "You mind your own business"—that is his business and

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not yours. The doctor says under the old system you would have on the job members insisting that Tom Brown and Jim Jones should be put on the job.

*By Mr. Argue:*

Q. What I am getting at is, who certifies to those men being put on? I want to know if the Civil Service Commission has any responsibility in connection with those men.—A. We give a free hand to the departmental representative to make his own selection, reporting it to us.

*By Mr. Griesbach:*

Q. What prevents the member going to him now?—A. Nobody can prevent a member.

Q. What is to prevent the man from being intimidated?—A. The Civil Service Commission. We cannot restrain the members of Parliament if they wish to go to him.

Q. But they do not as a matter of fact?—A. I believe the members have been very good in that respect.

*By Mr. Kennedy:*

Q. The member does not go now. Why does he not?—A. It is not a matter of the member of Parliament going to interfere in a matter of that kind but the matter of the men coming to the member of Parliament.

*By Mr. Griesbach:*

Q. I am trying to find out what is to prevent it now, in order to find out what basis there is for the statement that if this becomes the law the whole Civil Service Act goes up in smoke.—A. I did not state that in connection with the labourers. We were particularly dealing with the technical positions. The law has a very restraining influence on all classes of people.

Q. So long as the commission appoints the higher positions surely that is a protection to the people, to the public. You are appointing all these head people from here down. I think the foreman is appointed by you?—A. Yes.

Q. All right. If he is appointed by your commission can a member do anything to him? How can a member interfere with the people he employs? He may go, it is quite true—an evil disposed member may go for the foreman for telling him all those things but the foreman is appointed by you?—A. Yes, when there is a vacancy the position is now filled by us and evidence produced to us is to the effect that the old system was abused in the line indicated.

Q. We are talking about the system that would obtain if this Clause A goes through. You say you are going to have patronage. I want to know how it would work.—A. Just suppose you go back to the method prior to the Civil Service Act, which is the method I was referring to as being so greatly abused. This provision says, "So far as this class is concerned they should be taken from under the jurisdiction of the commission and promoted, transferred and so on in a similar manner to that which prevailed prior to the Civil Service Act."

Q. That is the joker of the thing. It seems to me you people should do the appointing and promoting under the Civil Service Act. Under the old system the foreman himself was appointed by patronage and the man above him was appointed by patronage and the man above him by the deputy minister.

*By the Acting Chairman:*

Q. Supposing that provision were made to affect that in so far as manual labourers are concerned, that they should be appointed by the deputy head of the

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department. The Governor in Council does not want to have anything to do with the appointment of these men. They were appointed by the head of the department on the recommendation of the official who is responsible for seeing the work was carried on. Suppose that were clearly set out in the law?—A. Would that prevent the patronage being introduced in connection with appointments to such position.

Q. If the law states the deputy head must make these appointments on the recommendations of the responsible parties, the parties who are responsible for carrying on that work?—A. But it does not tie down the responsible party as to how he shall make the recommendation.

Q. Suppose you have a regulation such as you have now that these appointments shall be made without political interference and so on?—A. If you can safeguard it in any way by such provision as is done to-day, and the members of Parliament will faithfully observe it, as they have done during the past couple of years I think the same results would be obtained.

*By Mr. Griesbach:*

Q. Don't you think in order to work patronage it has to be worked from top to bottom? If I, as a member of Parliament want to get a certain man on a certain job I must be able to go to the foreman and say "You must put that fellow on or I will have you fired," and he tells me to go to blazes and I go to the man higher up and he refuses and I say "I will have you fired." The moment you go to an official and he can say "You cannot have me fired," that is the end of it. Is that not so?—A. I don't wish the attitude of the commission to be misconstrued; so far as labourers are concerned I am not keenly desirous of retaining the appointment, because now in effect we approve of the appointment of men who are recommended by responsible officials but the very fact that we have an Act setting out that position shall be filled in such a manner and on the ground that patronage has been eliminated has had a restraining effect not only on members of Parliament, but on personal friendship; they recognize the law to a certain extent.

*By the Acting Chairman:*

Q. You will never really eliminate that under any system. You have a foreman looking after those works and he has his friends all around the city and we cannot make any law that will prevent those people approaching him and endeavouring to get jobs?—A. No, you cannot; but you know in the past it has not been unusual in all governments, especially on the eve of an election where there is a public work going on to engage a large number of employees at a critical time for political purposes.

Q. That deals with the manual labour. Then the next class is the postmasters. We had our discussion about that?—A. Yes.

Q. Then you come to the third, and I would take from your statement that your main objection is to the third, the reason for that I presume being that you consider that class would be construed as a very wide class?—A. Yes.

Q. If it were confined to strictly scientific men of a high grade and strictly professional men within the very strictest sense of the term then you say it would shoot a hole through your system. In the House of Commons the other day some of the members mentioned this would include accountants, book-keepers, and any man with any special qualifications, no matter what they are, and the tendency would be to widen that out to embrace thousands of civil servants.—A. Under the old section 21, that allowed the Governor in Council to appoint technical men. If that was not abused I would not have as much fear. but I feel very much it was greatly abused. I am going to give you an illustration of some appointments that were made. It is claimed electricity now is one of the most difficult of the applied sciences.



DEPARTMENT OF TRADE AND COMMERCE, CANADA.  
ELECTRICAL STANDARDS LABORATORY

OTTAWA, May 7, 1921.

Personal.

Hon. W. J. ROCHE,  
Chairman, Civil Service Commission,  
Hunter Building, Ottawa.

Dear Sir,

Referring to the bill introduced in the House of Commons enabling the Government to take from the control of the Civil Service Commission the appointment of certain employees of the Government, among others those connected with technical and scientific work: I beg to offer a few observations as to how the patronage system worked in connection with Electricity Inspection, prior to 1918.

It is claimed and I contend rightly so, that electricity is one of the most difficult and involved of the applied sciences and no person can attempt to solve the problems presented in electrical testing without a thorough grounding in the fundamentals of this science. As an evidence of what is required of the applicant for a position under the Electricity Inspection Act I am enclosing a sample examination paper. After perusing this paper, I would ask you to consider the following appointments made under the patronage system, of men having no knowledge whatever of electricity, justifiable:—

H. G. Roche, Ottawa, plumber and steamfitter, appointed May, 1895.

J. H. Bell, Charlottetown, shoemaker, appointed July, 1901.

J. U. Dufresne, Three Rivers, saloon-keeper, July, 1902.

M. Bond, Ottawa, Street Railway Conductor, May, 1906.

G. W. Robitaille, Three Rivers, superannuated C.P.R. Conductor, April, 1907.

J. A. Cantin, Quebec, exciseman, March, 1913.

W. Wylie, Regina, exciseman, appointed November, 1916.

W. H. Brown, Halifax, mechanic, over 60 years of age, April, 1917.

These men were employed without examination in spite of the provision contained in section 11 of the Electricity Inspection Act, Chapter 14, Edward VII, that "No person shall be appointed to act as inspector or assistant inspector until he has passed a qualifying examination in electricity." It may be stated that the employment of such men has had the effect of bringing ridicule on the Government service.

Under the regime of the Civil Service Commission we have been able to secure qualified men and *only when we need them*. It is very much to be desired that appointments to the technical services will not again be placed under the patronage system.

Yours very truly,

(Sgd.) Ormond Higman,

Director.

Now here, without mentioning names, there was appointed a plumber, a steamfitter in the inspectional office of electricity, another a saloon keeper; another a street railway conductor, another a superannuated C.P.R. conductor; another an excise man; on another occasion another excise man; another a mechanic. These men were appointed without examination under the Electrical Inspection Act, Chap. 14, Edward VII.

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*By Mr. Griesbach:*

Q. Whose statement is that?—A. That is the statement of Mr. Ormond Higman, the director of the Electrical Standards Laboratory at Ottawa.

Q. Did you think the same kind of appointments may be made again, under the term of technical officers?—A. Yes.

Q. By reason of those words being included?—A. Yes. Here they are supposed to pass a highly technical examination on electricity, a copy of the paper which I have here, and these excise men, C.P.R. superannuated conductors, saloon-keeper, and so on, notwithstanding not having passed the examination, were appointed under the old system.

Q. There was no Civil Service Commission then?—A. Well, part of the time, yes, but that is the way this gentleman explains it to me. I said, "How do they get paid?" Well, he says, they were appointed to the "Outside Service." They were not appointed. They said they were employed in a temporary capacity. The Civil Service Commission during those days had no jurisdiction over the Outside Service; so with such examples as that before us, I fear very much the opening of the door to abuses of a somewhat similar character. If we could confine it to lawyers—probably I ought to include it to members of my own profession, highly specialized scientific men, and regularly accepted lawyers, as set forth in the Act or in the regulations to be exempt, it would be a greater protection, but if that passes in its present form I am afraid it will be very much abused and a detriment to the service as a whole. There would be, of course, a continual drive on the commission to add to that list. I read a long list the other day that just came to my memory that I am confident would be multiplied. Every deputy minister comes up; oh, yes, such and such a man, the heads of branches should be included. Mr. Johnston did refer to a certain number of his technical men. Every department will have a certain number of technical men. The Agricultural Department out at the Experimental Farm, the heads of divisions will be called a technical man, and that list will be a growing list.

*By Mr. Johnston:*

Q. Coming back to manual labour, don't you think the very fact that those appointments have to be referred to your commission after thirty days' employment would act as a check and there would not probably be as many in the service as there otherwise would be if there was no reference to the commission?—A. That is what I thought.

*By the Acting Chairman:*

Q. You have no check on expenditure. If any department desires to employ 100 men they simply ask for them. You have to get the 100 men. You have no check on the number, you have no responsibility?—A. No, but has it not a re-training influence on the department itself.

Q. Why?—A. To not overload the service when they have to get employees through the certification of the Civil Service Commission.

Q. I cannot see that. Supposing on a dozen different works out in British Columbia they want to employ manual labour, say 250 men, they simply have to advise you. You can say, "You have to employ 200"?—A. That argument in connection with labourers will not hold the same as with an ordinary staff.

*By Mr. Johnston:*

Q. Can you give us an idea of how many manual labourers are employed approximately?—A. No. I would have to get that from each department. We would have to get that information. I have not any idea, no.

Q. Hundreds or thousands?—A. Yes, I think it would be in the thousands.

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*By Mr. Euler:*

Q. If you had any suspicion that any of the departments were being overmanned would you have any control over that at all?—A. You are not now referring to labourers, are you?

Q. No. To the Inside Service, we will say in Ottawa?—A. No, we have not any control unless we are given the control we had in the Bureau. We were turned loose with our organizers. Take the Printing Bureau—I might say in that connection I made a remark the other day that some member thought I should not have said, perhaps a sort of reflection on some deputy minister, that it would be difficult to have any minister admit he had an overloaded service. You can naturally see why they would not like to admit that.

Q. It is a reflection on themselves?—A. I might say on that point in 1918 the Government passed an Order in Council asking each deputy minister to supply the Civil Service Commission with a list of spares and superfluous men in their department whom they could spare to transfer to fill vacancies in other departments so we would not be called upon to bring new employees in. This was sent out to every deputy minister. It was a long, long time before we could get the return from many of those departments, and when they did come in, how many do you think out of the thousands employed here in Ottawa in 1918, when there was so much additional help engaged in the Government service, nine or ten thousands no doubt—I think I am well within the mark when I say fifty. I think 38 of those were from one department alone, and inside of three weeks, when we got the list that the deputy was after us for additional help. The deputy minister, the King's Printer, stated he was not overmanned; he could not spare anybody. Now our organizers went in there and released 420 and they are doing better work and more work to-day than they ever did before.

*By Mr. Euler:*

Q. If that is the case would you care to say it would be in the interest of the service if you were given a similar free hand in the other departments?—A. If we are going to have these additional duties thrust upon us and take away a few postmasters and a few labourers, this other work is going to be a heartbreaker.

Q. Do you think there is a possibility that you might find the same condition if an unprejudiced body went into the other departments, that you might find the same condition as you did in the Printing Department?—A. I don't like to claim to know more about the departments than the respective administrative heads, but in my opinion the administrative head, notwithstanding Mr. Cory's opinion to the contrary, cannot know what is going on in all the branches of his department, whether there is a surplus of help or not. I say if our competent organizers were put into the Interior Department to-morrow and given a free hand, such as we had in the Bureau that similar results would be brought about, as were brought about in the Bureau, and lesser expense, because the Bureau is the repository for everybody out of a job.

*By Mr. Argue:*

Q. Was there new machinery, more up-to-date machinery bought and put in that establishment, in the Printing Bureau?—A. Some of the old machinery was scrapped.

Q. I mean the machinery, would not that make a saving in the work?—A. Yes, we are doing more work in the Bureau as a result of that.

*By Mr. Euler:*

Q. In other words, put in efficiency experts?—A. Yes.

*By the Acting Chairman:*

Q. There has been a great deal of criticism with regard to the employment of outside people to help in the re-organization of the department?—A. Yes. It started with the Bureau itself. The criticism started when outside efficiency experts were put in.

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Q. In your judgment is that about the only way to secure the results such as were secured in the Bureau?—A. That is to get help outside the departments.

Q. And to get the results that you say could be got?—A. Yes, I think you will have to have independent men outside the department to go and act in co-operation with the chiefs of the departments in order to get the best results.

Q. Why do you hold that view?—A. I will tell you why; if you leave it to a deputy head and his officials in the department, in their own department they are personally acquainted with all their employees and their friendship is bound to influence their judgment. They know the family considerations. They know the stress financially upon the different employees. They know so much of their personal history that on humanitarian grounds they will not recommend the retirement of those who would be found by outside men to be surplusage.

Q. How are they going to escape that if the outside man has to consult the deputy heads?—A. The outside man has a pretty free rein. He gets all the necessary information, he finds thirty men in one room. He finds the quantity of the work and the quality of the work they are discharging. He knows by reason of his experience as to what help it will be necessary to discharge from the amount of help they are using in that room and he fixes the establishment at twenty men. Now it becomes necessary to eliminate ten.

Q. Is it not the deputy head who fixes which one of those employees is going to be discharged?—A. We have not been turned into the other departments, but the Griffenhagens have been operating in the Post Office Department and in the Customs Department and the men are given a rating the same as in connection with promotions, and those with the lowest rating are released. They are all given a rating and those with the lowest efficiency are retired. The first man having the lowest rating out of the three, as I have just illustrated, would be given a rating on past performances.

Q. Could not that be carried out without the employment of outside men? If you make an examination of the employees and you want to eliminate ten out of thirty could not that practice be carried out without the interference of an outside man? That is you would give your examination to the general employees in the department then you would apply the same policy. You would eliminate those of a lower standard.

*By Mr. Euler:*

Q. You first have to arrive at fixing if there are superfluous people there.

*By the Chairman:*

Q. Who is going to decide that?

Mr. EULER: Only an outsider could decide that.

The CHAIRMAN: How is he going to reach that conclusion unless by consultation with the departmental heads?

Mr. EULER: He would co-operate.

Hon. Mr. CALDER: You have in a room twenty stenographers; one of those experts knows from his experience how much work a stenographer should turn out a day; he will check that up, all the correspondence the girls have carried out for a month. He comes to the conclusion half of those girls are not required in the room. He will make a study of their work, and the result of their work, what they are turning out and all that sort of thing. That all takes time. He comes to the conclusion that they only require half of that staff in that room. Then all those people are rated, and it is found certain ones have better rating than others, and the others must go.

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*By Mr. Euler:*

Q. You said the commission undertook that work in the Printing Bureau?  
—A. Yes.

Q. How did you operate? Did you engage experts to do that?—A. First, we engaged Mr. Tarte, of Montreal, a practical printer, and Mr. Slack.

Q. You got outside people?—A. Yes, and Mr. Lewis, and they went down and made a preliminary survey. Stopped in there about a month, three or four weeks; they made a report to us along general lines, indicating that the Bureau was overmanned and some of the machinery was obsolete, that new and more modern machinery could be introduced, and advised a re-organization. We acted on that and they recommended experts be engaged, practical men of experience in that line to be engaged for that purpose, which we did. They went in—

*By Mr. Greisbach:*

Q. Who are they?—A. Arthur Young & Company, who were at that time engaged on our classification. We engaged the same company.

Q. Where do they come from?—A. Chicago. And they went into the Bureau and made a report, and made the re-organization in such a satisfactory manner that the original committee after the completion of the re-organization went in, reviewed their work and have sent most complimentary and highly eulogistic testimony to the excellence of the re-organization that has taken place.

Q. Arthur Young & Company were appointed under the recommendation of the Civil Service Commission?—A. Yes.

*By Mr. Euler:*

Q. Did any of their work include work of that kind that they could go into the various departments with the view of eliminating overmanning and surplus help? Was that part of their work or merely re-classification?—A. The commission originally recommended to the Governor in Council the employment of Arthur Young & Company for re-classification, that is to fix a salary schedule for all the service, and while we were at that work we were instructed by the Governor in Council to undertake the re-organization of the Bureau. Then we applied to the same company for experts in the Bureau for work of that nature.

*By Mr. Calder:*

Q. Why did you not select a Canadian firm?—A. In the first place we did not know of any Canadian firm who had experience along that line. In fact, the original Committee of Canadians who went in and made their original report I think quite coincided with our selection of the men who went in there. They did not recommend to us any Canadian firm who would be competent and have experience and training.

Q. Did you know of any Canadian firm doing business of that class?—A. No, I did not, and the commission did not.

Q. Do you know of any to-day? Any Canadian firm?—A. No, they have not a staff trained for that purpose that I am aware of.

*By Mr. Euler:*

Q. Their work in that regard never went beyond the Printing Bureau?—A. As far as our dealing with them were concerned.

Q. It never went beyond the Printing Bureau?—A. I know what you have in mind, namely that there is at present a re-organization going on in the Post Office Department and in the Customs Department by Griffenhagen, but not under the auspices of the commission. It is for the purpose of introducing modern methods to bring about economies in the service.

Q. Could that be applied to other departments with advantage? I am not speaking particularly about Griffenhagen's Committee, but with some person with experience, could they bring about similar results in a greater or lesser degree as we have already obtained in the Printing Department?—A. Undoubtedly.

Q. Can you tell us how many people were employed by the Printing Department before the investigation was made?—A. Between 1,100 and 1,200 and about 400 were released.

*By Hon. Mr. Calder:*

Q. Take a department like the Post Office Department. Dr. Coulter is the deputy in charge. In your judgment would Dr. Coulter have the time at his disposal to undertake the work that is being done in that department in connection with the re-organization of that department?—A. Well, I would not like to answer for what time Dr. Coulter has to spare, but I am afraid he would have no time for anything else if he undertook that and gave it personal attention. He no doubt would have to call in some chief man on whom he could rely.

Q. Is it safe to assume his railway mail service and other work of that nature, together with his men in charge of all the rural districts of Canada call upon his time extensively?—A. I would say much better results could be brought about by having outsiders brought in.

*By Mr. Euler:*

Q. Because of the personal element?—A. Yes, largely, and while speaking of the Post Office, here again bears out my contention about the ministers allowing consideration for the members of the staff. They would not wish to dismiss them. At the time this Order in Council was passed and turned around the ministers were asked all those they could spare. There were only four, if my memory serves me right, there were only four from the Post Office and they were no good, and they wanted to unload them. That indicated in that large department where thousands of employees were engaged that they only had four that they could possibly spare. They were all so busy.

Q. What is the result of this re-organization that has taken place?—A. There are going to be several hundred let out. That bears out my statement. I have no hesitation in saying if the re-organization took place by competent men and in an equally competent manner as has been done in the Bureau the same results would come about for the Customs and Post Office.

Q. Was it suggested the commission should undertake the work in all the departments?—A. I understand the sub-committee of the Cabinet who have this work in hand with the Griffenhagens desire to train up a body of men in the department to be associated with them in this present re-organization, and the same by people in the Civil Service Commission; linked up with them so when that is completed we might have an organization of our own.

*By Hon. Mr. Calder:*

Q. Was it not suggested that instead of the subcommittee of the Cabinet dealing with this problem the subcommittee should deal with it?—A. I remember being present at a meeting of the Cabinet Ministers, and when the question came up about the engagement of the Griffenhagens for this purpose, I myself protested against having that work carried on under the auspices of the commission at the present time, with the peak load of work we had at this time.

Q. That exactly sets forth—I was present at the time. The commission at that time took the view that they had such a large amount of work on their hands that they would rather be relieved of proceeding with this work in the other departments at the



present time, and it was the view you expressed.—A. I suggested instead of these organizers reporting to our commission, and through our commission, and placing the responsibility on us they make a recommendation to the Governor in Council, they should report direct.

*By Mr. Greisbach:*

Q. Who are the Griffenhagen people, are they efficiency experts?—A. Yes.

Q. That is their business, they go around doing that for other people?—A. Yes.

Q. How does the classification in rates compare with that which they made for the American Civil Service?—A. The same rates. They are higher in some cases, but there have been recent increases in the American service, and there is now before Congress a Bill which if it passes will raise their salaries in many classes higher than ours.

*By Mr. Euler:*

Q. Have they been employed by the American Government?—A. In a consulting capacity.

Q. Have they been doing the same kind of work in Canada elsewhere?—A. Yes.

Q. Who were they engaged by in Canada?—I believe they were employed for a while by the Montreal City Council.

Q. It is an American firm with Canadian offices?—A. Yes.

*By Mr. Griesbach:*

Q. You want to be careful about hiring people with German names?—A. His grandfather was born in the New England States. I don't think any of us would care to go back any further than that.

*By the Chairman:*

Q. How far have you gotten?—A. I have practically just got through with Mr. Newcombe's evidence. We branched off into the Act.

The CHAIRMAN: We will have to cut out the policy of branching off.

Witness retired.

The committee adjourned until 8 o'clock, p.m.















SPECIAL COMMITTEE

ON

Bill No. 122

An Act To Amend The Civil  
Service Act, 1918

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MINUTES OF PROCEEDINGS AND EVIDENCE

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No. 6—Wednesday, p.m., May 11, 1921

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WITNESSES:

Hon. W. J. Roche, M.D. Further Examined.—Page 133.

Mr. P. T. Coolican. P. O. Inspector. Page 143.

Mr. F. C. T. O'Hara, Deputy Min. Trade and Commerce. Page 154.

**SPECIAL COMMITTEE ON BILL No. 122. AN ACT TO AMEND THE  
CIVIL SERVICE ACT, 1918.**

WEDNESDAY, May 11, 1921.

The Committee met at 8.15 p.m. Present: Messrs, Spinney, (in the chair) Argue, Calder, Cruise, Currie, Charters, Dechene, Euler, Griesbach, Johnston, Kennedy, (Glengarry) Scott, and Thompson,—13.

The minutes of the last meeting were read and confirmed.

Messrs, Roche, O'Hara and Coolican, were in attendance.

Dr. Roche, made a statement on behalf of the commission and was further examined.

Mr. F. C. O'Hara, Deputy-minister, Department of Trade and Commerce was called, sworn and examined by members of the committee.

Witness discharged.

Mr. P. T. Coolican, Inspector, Post Office Department, was called, sworn and examined by members of the committee.

Witness discharged.

The committee adjourned at 11 o'clock, p.m. till 11 o'clock, a.m., to-morrow.

Attest.

E. K. SPINNEY,  
*Chairman.*

## MINUTES OF EVIDENCE

May 11, 1921.

The committee met at 8 o'clock p.m., Hon. Mr. Spinney, the Chairman, presiding.

Hon. W. J. ROCHE recalled.

*By the Chairman:*

Q. I think you had better go on with your statement Dr. Roche.—A. I do not know that I have very much more to inflict upon the committee to-night. I think I have criticised all the points that Mr. Newcombe brought up, and so far as Mr. Cory's evidence is concerned, I think I also touched briefly on most of the points he discussed in his evidence. But there are one or two points still upon which I did not have the information at the time, and which I am prepared to discuss now. Mr. Cory has taken the ground that they ought to have the privilege of selecting their own men, Dominion Land Surveyors, for the season, and sending them out to the field, and he would be guided by the recommendation of the Surveyor-General. I have already pointed out that in practice that is exactly what we do. The Surveyor-General comes to the office of the commission, sits down and assists in the selection of applicants for the positions. In fact, while Mr. Cory stated that some of the recommendations were turned down, there was not a recommendation of the Surveyor-General's turned down this year, except—I think I am correct—about four civilians, and he was quite agreeable. We pointed out that there were four returned soldiers qualified, and he admitted that they were qualified; therefore, we did not let out his four civilians. But they are considered just seasonal appointments.

*By Mr. Euler:*

Q. Four out of how many?—A. Out of thirty chief's parties. Then there were somewhere in the neighbourhood of thirty or thereabouts assistant chiefs. I do not think that there were any exceptions taken to the assistant chiefs at all. So that the practice that Mr. Cory would have instituted is the practice existing at the present time. The Surveyor-General has sent no complaints at all to the commission about not having had full justice done to him in connection with his staff. I realize that the Surveyor-General is an old Dominion official, a very worthy one who is simply desirous of having an efficient staff. The War Veterans who are always represented on the Advisory Board, stated in the press that he was not sufficiently sympathetic with the returned soldiers, while the reason the Surveyor-General wanted certain civilians included on his staff was that these civilians had either been on a number of years, and had proved their efficiency, and he did not feel like laying them off even for a qualified returned soldier who had not similar experience.

*By Mr. Griesbach:*

Q. Were any of those civilians who were kept on men of military age?—A. There were some of military age who would not prove to the satisfaction of the commission, could not give satisfactory reasons as to why they had not enlisted. Some of them, as a matter of fact, had married during the war.

Q. A very good reason?—A. There were a good many of them who, as you know, married so that they would not have to enlist.



Q. You said that civilians were kept on; were any of them of military age?—A. No. If they were they produced satisfactory evidence of having been rejected for military service. I think the Surveyor-General was quite satisfied with his staff all this year.

*By the Chairman:*

Q. You conferred with him regarding the appointments he made?—A. Yes, he came right over and sat in with myself, a representative of the Examination Branch and a representative of the Great War Veterans. Now Mr. Cory also stated that in connection with the requisitions for the filling of positions there had been a very great deal of delay. Well, there must inevitably be a certain amount of delay in connection with competitive examinations; it is indigenous to the principle of appointments by that practice. He instanced that there were considerably more than 200 requisitions now before the commission in regard to which they did not have even an acknowledgement. Now, I do not think that Mr. Cory designedly wished to leave the impression, although he did leave the impression, that all those requisitions were still unfilled and not acted upon by the commission. As a matter of fact, out of the number which he stated, out of the number of requisitions before the commission which he stated were unacknowledged, there were over 200,—I think 220 seasonal positions such as I have been referring to, on the surveyor's staffs, fire-rangers, camp cooks, labourers attached to the parties, and so on—over 200 of them already have been filled and the men are actually in the field. So it was a wrong impression given to the members of this committee that there were over 200 requisitions lying there unfilled. That is the impression I am sure the members of the committee got. As a matter of fact, there are 220 of those approximately, and we have given the department local selection for these, and so far as the surveyor's parties are concerned they are out in the field at the present time.

*By the Chairman:*

Q. The statement then in regard to the 200 applications was incorrect?—A. Yes.

Q. How many of the 200 applications are open?—A. I do not know the exact number he stated, but I do know that he stated that there were over 200 requisitions, and there were 200 requisitions then.

Q. Were they all surveyors?—A. Oh, no, fire-rangers and seasonal positions. 200 were seasonal positions.

*By Mr. Griesbach:*

Q. How were they filled, the fire-rangers' positions?—A. We gave them the privilege of local selection in that respect. The chief fire-ranger would select his own men in any district.

Q. The chief fire-ranger selects his own men?—A. Yes.

MR. GRIESBACH: It is very desirable that the public should know that. It is undesirable that it should be assumed that it is the Civil Service Commission who select them when, as a matter of fact, they do not. It ought to be definitely known, and the practice having been once adopted should be consistent and constant. I do not think we should provide for doing one thing one year and another thing the next year.

WITNESS: No, there should be uniformity. Mr. Cory also stated in connection with the special technical positions and so on that he would like these positions to be filled by himself on the recommendation of the heads of his branches. Well now, when these positions are advertised, that is such positions as those referred to by Mr. Cory, the commission asks the deputy head either to come himself to the commission and sit in with the board to assist in making the selection from the list of applicants sent in to the commission after advertising the same, or asks him to nominate the head of the branch or anybody else he desires from his department who probably is

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better acquainted with the work that is to be discharged by this official than he is; and in almost every instance, I think, either Mr. Cory himself has come or he has sent the head of his branch, or some chief official of his department, to sit in with the commission in the making of selections. So there again, the very practice that he prefers, to have a free hand, is the practice that is prevailing to-day. That is, we endeavour to co-operate with the department, to consult them, and have always a representative of the department present when selections are being made.

*By the Chairman:*

Q. You do not always rely on the judgment of the departmental representative on your board?—A. Not always, no.

Q. Frequently you do not?—A. I would not say frequently; in fact I do not know of any appointments that we have made to the Department of the Interior in that manner that have not received the approval of the deputy head.

Q. I am not referring entirely to that; I am referring to your general practice.—A. It is not often that we have differences of opinion.

*By Mr. Currie:*

Q. Take the question of geologists, have you appointed any geologists on the staff of the Interior?—A. I do not think there are any geologists on Mr. Cory's staff.

Q. Is the Geological Survey not in his branch?—A. No.

Q. Is the irrigation under his branch?—A. Yes, irrigation is.

Q. Who is in charge of the oil fields up there?—A. The Interior Department.

Q. Of course he would have to have parties of geological engineers going up there. Who selects them?—A. The geological parties I think have been composed wholly—although I would not be certain of that—of members of their own permanent staff.

*By Mr. Griesbach:*

Q. How do they get there in the first place?—A. They have been on the staff for years

Q. Are there any more to go on?—A. I do not know that there are.

Q. They lost their men to the Standard Oil Company, and they are unable to carry out the geological survey because they have not any geologists?—A. I know there have been certain positions advertised for—I think that has been shown in a return brought down to the committee by the main branch. They would be advertised and the Deputy Minister of Mines would sit in with the Board in making the selection.

*By Mr. Currie:*

Q. Supposing there are two or three young men with qualifications, what do you do then?—A. There are oftentimes more than two or three.

Q. I am speaking of one technical branch?—A. If we advertised for a geologist, and there are three or four applicants or more, Mr. Camsell, the deputy minister is invited to come down to the commission and run over the applications to give a rating to the different applicants according to their qualification and experience.

*By Mr. Griesbach:*

Q. Has that been the practice?—A. Yes.

*By Mr. Currie:*

Q. There is no competitive examination?—A. It is a competitive examination, inasmuch as it has been advertised.

Q. It is not any more competitive than it used to be under the old system. That is three or four men apply and the minister and deputy minister settle who will take the job from looking over and taking the qualifications of those men?—A. No, they never advertised them before.

Q. But if there was a vacancy, and two or three men applied?—A. If there was a vacancy, and two or three applied, the deputy minister or the minister might employ them without competition. At the present time we advertise for geologists throughout the country.

Q. You were in the Interior Department at one time?—A. Yes.

Q. What method did you employ when you were asked to select an irrigation engineer to do some work for the Department, and you knew there were two or three applicants applying. What method did you adopt?—A. I presume I adopted the same plan as every other minister; namely the head of the Reclamation Branch would very likely come up to the deputy minister, and say, "I want a reclamation engineer. Mr. Hayes is a very good engineer. I know him very well. I think I can get his services. I have been discussing it with Mr. Hayes, and he is quite willing to go on with so much salary."

Q. That is exactly what you do now?—A. No.

Q. The only difference is that you advertise?—A. Yes. In that instance he would have his own particular man—

Q. You spend more money? (No answer).

Q. You send some of these technical engineers before the Board of Hearing?—A. I presume you are referring to their salaries.

Q. No. their qualification. Supposing there are two or three men, does not the Board of Hearing send for them to examine them?—A. I was just explaining that when we advertise a position, and there is a number of applicants, we form a board, it is not a Board of Hearing.

Q. Who constitutes the board?—A. Well, there is generally a representative of the Civil Service, and there would be the Deputy Minister of the Mines Branch in connection with the geologist; there would be probably one or two technical men we would call in as well to assist.

Q. Give us an instance?—A. I could give you very many instances.

Q. Give us one?—A. But I do not know that I recall the men who formed the board, because we are passing upon those things every day.

Q. You can give us the latest one; give us an example of recent date?—A. I can get you scores of instances.

Q. We would like to get down to hard tacks?—A. Of course it is awfully hard to charge my memory with all the names of men composing the board, but I can bring that information at the next sitting of the committee.

Q. When you are here giving evidence in refutation of a certain statement, it is very nice for us to sit down and listen to a stump speech, but we want to get actual facts, and cases cited. One case cited is worth a dozen talked. Give us a case where a technical engineer was appointed, and what procedure was adopted?—A. I presume if I cite an instance I recollect just now of a professional man, a lawyer, it will do.

Q. Lord no, there are too many lawyers. Let us have some other case. Let us take any kind of an engineer?—A. If you asked a minister in the House the details of a thing like that I am afraid he would have to consult his deputy before he would be able to give you the information. I can obtain the information.

Q. The reason I am telling you is because some deputy ministers have stated here that one of the objections to having technical men treated by your department or appointed by your department is that when they send them up for examination or investigation, you have four or five Civil Service clerks to look them over?—A. I will get you cases, but I think you are confounding Mr. Johnston's evidence in regard to classification with the making of salaries for the men, but this is a different thing; this is the appointment.

Q. We are talking of appointments now?—A. Yes.

Q. You say a man is appointed after he is qualified?—A. He cannot be appointed until after he is classified.

[Hon. W. J. Roche.]



Q. The last time you were here there was a case mentioned of a boiler inspector whose appointment was made six months after he was dead, and you said no such thing occurred. You know very well he had to be classified by you?—A. No; if you will permit me—you do not understand the procedure. Two years ago—

Q. You made that very violent statement in that respect, challenging the deputy minister?—A. I reiterate it. Two years ago when we started to classify the entire service, cards were sent out to every employee in the Government through the deputy head. These cards were sent and filled in. It was in the form of questions and answers, showing the duties which he was performing when he came into the service, what examination if any he passed when he entered the service, and a number of other questions, in order that our classifiers might be able to attach a proper salary to the duties of the position which he filled, and that card was certified too, not only filled in by the employee, but certified to by the immediate superior of the employee, who made such comments as he desired to make. Then it was certified as correct by the deputy head. That card came to the commission, and on the strength of that, that position held by that employee was classified.

Q. You have just acknowledged he was classified first, and then appointed. Is that not right?—A. My dear sir, we were classifying—

Q. Yes or no?—do not shift?—A. I will tell you, Colonel—

Q. Get right down and say yes or no. A man has to be classified first—

Mr. GRIESBACH: He made a denial of it.

*By Hon. Mr. Calder:*

Q. I think I can clear the whole thing up. You had two tasks to perform. In the first place you had to classify positions?—A. Yes.

Q. In the second place you had a fixed salary for these positions?—A. Yes.

Q. The illustration that Mr. Johnston gave the other day was merely an illustration, and not making an appointment at all. Was that it?—A. That is right.

Q. This man previously had filled out the card, setting out his duties and work and so on, and eventually that came to you, and then you classified the position that that man held. You did not appoint him at all?—A. He was in the service.

Q. Because he was in the service?—A. Yes. So that when I say that we had to classify positions before we could appoint them, that is for new appointments, but we had to classify those already in the service.

*By Mr. Currie:*

Q. Then he says that you took six months to classify this man, and he was dead?—A. The classification started two years ago, the cards were filled out two years ago, and there was an appeal against the classification, and the appeal was backed by the deputy head, but the deputy head would not come down before the Board of Hearing; he failed to do so, and he was the only deputy that refused to come.

Q. He is not the only Deputy Head who complained. He is a reputable man at the head of an important department?—A. Yes.

Q. And when he makes a statement that you did not make the appointment—you call it classification; we are not strong on the technique of your department—but when he made the statement that a man was classified six months after he was dead that was true?—A. No, the man was classified long before that, and an appeal was made against the classification, and Mr. Johnston did not come before the Board of Hearing to dispose of that appeal, and in the meantime the man died as other people have died—

*By Hon. Mr. Calder:*

Q. Your commission might decide upon a classification; that classification is not finally taken if there is an appeal in until that appeal is heard?—A. That is true.

Q. After the appeal is heard you then come to a decision?—A. The matter must go to Council, and have the approval finally of Council before the classification is fixed.

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Q. So that you might in your Branch fix the classification and an appeal comes in, and perhaps other various causes of delay, and you have not an opportunity to finally determine it, and it cannot come before Council until that appeal is heard, and consequently there may be months of delay?—A. Yes, and then these final lists are sent out after the classification is approved by Council, final classification cards are sent out by the department, establishing the permanent salary for that man.

Q. I recollect the minister asking you about delay in the matter of appointment of postmasters. However, we will let that pass. As to the technical business, you think you could handle the technical service. You do not believe in the Clause of the Act, Clause "B", I think it is. But before going on with that, you have your case in pretty well on Mr. Cory's evidence?—A. No, I have a number of other points.

Q. Then let us have them?—A. Of course I touched upon the over-manning proposition in my evidence this morning. Mr. Cory stated there was no over-manning in the Department of the Interior, and it is not necessary for me to repeat what I stated at this morning's session, because I gave my views as to whether or not the Department of the Interior was overmanned, and I have assigned my reason for so doing.

Then, Mr. Cory referred to the fact that there was considerable embarrassment in connection with the selection of clerical employees in the United States and Great Britain. We have given the department a great deal of latitude in connection with the appointments outside of Canada. If a stenographer is required by one of the Immigration Agents in the United States, he is given authority to employ that stenographer. He is not handicapped in any way. In fact the Immigration officials admit that the system under which we are operating is working very well indeed.

*By Hon. Mr. Calder:*

Q. Why should they not do all of that work? We have got fifteen or twenty officers in the United States, and if they want a clerk or a stenographer,—there are only one or two in those offices—why not let them make their own selection. There is no question of patronage entering into it. Why should not the entire service be taken away from the commission.—A. If there had been any complaint made that the procedure we are following was working out to the disadvantage of the department we would have given authority to eliminate that portion of Section 38.

Q. In those cases, do you not think it should depend entirely upon the recommendation of the officer out in those fields?—A. If one of your offices in Chicago wants a stenographer, he advertises in a Chicago paper, and a number of applications come in, and he is given his choice.

Q. But why should he advertise? Why should he be put to all the expense and inconvenience of advertising?—A. If he can get them without advertising he has the privilege of doing it. It is just the same with a business man; he has to advertise for stenographers sometimes, even though he is living in Chicago.

Q. But take the Old Country. Smith has a staff of forty or fifty clerks, filing clerks, stenographers and typewriters, and then out in the country there will probably be one or two in the office, sort of semi-bookkeepers and stenographers, all English appointments—all appointed on the spot. Why in the world should the Civil Service Commission bother with that end of the staff? There is no patronage in connection with it?—A. The duties have been imposed upon us and we are merely carrying out the Act, but there is this about it, that if an Immigration Agency becomes vacant in England or Scotland and Mr. Obed Smith wants to fill that by the promotion of some person from the London office, frequently that person knows nothing whatever about Canada, and that is where the competitive system comes in very advantageously, because I think your Department Head did not agree with Mr. Smith when he wished to promote a certain man at Aberdeen, but insisted upon an examination being held here in Canada, and the appointee sent over to Scotland, whereas if it had been left to Mr. Smith he probably would have filled it with somebody who knew nothing whatever about Canada.

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*By Mr. Currie:*

Q. Was the position filled by the appointment of a Canadian?—A. Yes.

Q. Was it not an Irishman?—A. No.

Q. What was his name?—A. His name is Murphy. His father was Irish, but he is Canadian-born, in Nova Scotia.

Mr. THOMPSON: Then he must be all right.

*By Mr. Calder:*

Q. I was referring to the clerical staff—

*By the Chairman:*

Q. Do you not have to confirm all these foreign appointments—your Board has to confirm them?—A. Yes.

Q. You very often cancel the appointments made?—A. Oh no, not at all.

*By Mr. Currie:*

Q. Do you not think those appointments could just as well be made by the Minister or Deputy here?—A. If you wish to have these appointments that way, amend the Act accordingly. You would meet with no opposition.

Q. That is what we are trying to do. I think the amendments will cover that.—A. No, they do not.

Q. Then you suggest we put in a little amendment? Will you make a note of that, Mr. Chairman?

WITNESS: It is unnecessary to give that power to the minister by amending the Act. You can do it under the present Act, by exemption.

Q. We will amend that so there will be no difficulty. You say that by amending this Act, it will allow the Minister or the Deputy to do almost anything, but it seems to me there are similar powers in the hands of the commission. Supposing the minister acts, or his deputy acts, and the Civil Service Commission had power to act, might not invidious remarks be made to the effect that the minister took the matter out of the hands of the commission?—A. You are referring to what we have done already. We have exempted two departments.

Q. You have exempted pensions?—A. No. You are wrong in your statement to the house as regards the Pension Board. It has been under the commission since the 13th February.

Q. I think that Commander Ross would not let you have it?—A. He threatened to resign unless he had the power of his own appointments. Well, he resigned, but not on account of that.

Q. Now, you have made all the appointments on the Pension Board?—A. Yes, and we are working beautifully with his successor.

Q. What other departments have you taken up?—A. Well, the Soldiers' Civil Re-establishment—all temporary employees. We recommended to the Governor in Council, as I explained this morning, the exemption from the provisions of the Civil Service Act for all employees—all temporary employees—

Q. You mean the Soldiers Civil Re-establishment?—A. And the Soldier Settlement Board—two departments.

*By Hon. Mr. Calder:*

Q. You went over that this morning?—A. Yes.

Mr. CURRIE: Yes, and that is why I did not want to repeat it.

*By Mr. Euler:*

Q. To what extent can you carry that matter of exemptions?—A. Wherever under any provision of the Act it is shown to be impracticable to have appointments made

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in open competition, we have the power to recommend to the Governor in Council the exemption from that particular clause of the Civil Service Act.

Q. Could you, for example, carry it into effect with regard to the entire staff of a department, if you so desired?—A. Yes. Well, of course, the Act provides now for the exemption of railway employees, and also for the appointments on ships.

Q. But you have additional powers beyond that?—A. Yes, we have; under that same section, 38.

Q. Is there anything at all in the service, excluded from your control, with regard to exemptions?—A. We have just two of those departments, and a number of different positions which it was found impracticable to fill.

*By Mr. Currie:*

Q. Does the act exempt appointments on steamships?—A. Yes.

Q. And railways?

*By Mr. Euler:*

Q. Could you, for instance, make the suggestion or recommendation that the whole of the Immigration Department be exempted from your control?—A. Yes, if it were shown to our satisfaction that it was impracticable to fill the positions.

Q. The entire department?—A. Yes.

*By Mr. Currie:*

Q. But it would still leave it within your power to make these recommendations or fill these appointments unless the Act was amended?—A. Yes, but the Act has not been amended—

Q. Has the Act been amended in connection with the steamships?—A. No.

Q. It was in the Old Act of 1908, which was later amended, that the railways and steamships were taken from your control?—A. They were never under our control.

Q. Was there any dispute between your department—A. No, but there was a great deal of uncertainty as to certain boats—for instance, revenue cutters in the Customs Department, and we were not sure whether the Act was broad enough to include such boats, and we left the matter to the Justice Department for a decision, and the decision was that it was broad enough to cover it, and so we included all the boats.

Q. What else is there in Mr. Cory's evidence which you want to rebut?—A. Well, after all, Mr. Chairman, out of the thousands of positions which have been filled by the Civil Service Commission, there have been comparatively few exceptions taken by any of the departments to our appointments. These cases cited here have been the worst cases, which have been handed up as illustrations of delays and so on. Now, there have been delays, and as I stated, they are incident to the system. But a certain amount of the delays which have been cited in these cases before your committee as evidence of the great delay and with the intention of blaming the system, have been not entirely the fault of the commission. In some cases delays have occurred at the instance of the department.

Q. You are referring to Mr. Cory now?—A. Not altogether.

Q. You are speaking generally?—A. Speaking generally.

Q. You are through with Mr. Cory?—A. Mr. Cory referred to the question of delays in his evidence, and to that point I am directing my remarks now. Some of the delays have occurred in the departments at the instance of the department itself. In the first place a vacancy often exists for months before the deputy asks us to fill it at all.

Q. Name one case. I think it is only fair when you make a statement like that that you name a concrete cases?—A. There have been questions asked of the Civil Service Commission to furnish information about that, and I believe we are furnish-

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ing such information as you are asking. I do not know whether they have come in yet, Mr. Calder, or not?

Hon. Mr. CALDER: I don't think so. The commission is giving illustrations of those cases in their statement, Mr. Currie.

Mr. CURRIE: Anything that will be contained in that statement, we don't need to "re-hash" here.

*By Mr. Currie:*

Q. I was going to ask you about the soldiers and as to the number of soldiers and civilians which you have in the different departments. Have you got that information ready?—A. I think I have some information here about the soldiers.

Q. You were to get a statement of the appointments you made and the number of soldiers—and the numbers you made permanent.—A. You asked that of Dr. Colter last night.

Q. Did I?—A. Yes.

Q. Did I ask that of you?—A. No.

Hon. Mr. CALDER: I think that is contained in the statement we asked them to prepare.

The CHAIRMAN: Let us not discuss that now. We want to save time. Of course, anything that is necessary, we do not want to overlook.

WITNESS: I have a little information here on that point—

*By Mr. Currie:*

Q. Now, just a minute: Is there any other deputy minister whom you wish to rebut? What about Mr. Johnson? Have you spoken about him?—A. I think I have dwelt upon several of the points made by Mr. Johnson, and I think perhaps you were getting a little humour out of two or three of the points, trying to make out that our officer really took Sable Island or some island, as a floating ship, or something like that; that we had classified the official there in charge of the light station, as he was doing lighthouse duties, as a boatman.

Q. Was Sable Island—A. It is true our officer, acting in co-operation with his department,—and in regard to that they have the greatest latitude, suggested that the title of that position be that of boatman. Mr. Johnson agreed to that, but that did not mean that Sable Island was taken by our officer as a floating ship, and as a matter of fact, there was no interference whatever, nor any delay that was caused in our department, with either the classification of that position or the exemption of the people. We did not interfere at all with the administration of the department. The man was in the position discharging his duties all the time. Now, that was one of the positions that was exempted as coming within the broadest interpretation placed by the Justice Department on that section of the Act, and that is the reason why he was termed a boatman to assist the department. In fact, the Act was stretched in regard to them.

*By Hon. Mr. Calder:*

Q. As a matter of fact, if a vacancy occurred there, it would be filled directly by the department?—A. Yes.

Q. That is the situation to-day?—A. That is the situation to-day.

*By Mr. Currie:*

Q. In other words—I do not know whether you quite caught the idea of his remark—he has lightships around the coast and these lightships have a captain and boatman and he has the right to all these appointments, as the boats have all been taken

[Hon. W. J. Roche.]

away from you, but you allow him under your officers to classify Sable Island lighthouse as a lightship. That is what he complained of.—A. He said he did not care about the name.

Q. There was some lengthy correspondence and delay on account of the misunderstanding in that respect?—A. No, the position was filled; it was in the classification of the position.

Q. Did he not say that this man was there for a long time; that he had to send him over there, and he was not appointed, and it was a question whether or not they could pay him?—A. He was on the job, but it was the uncertainty about the salary because the salary schedule was not finally determined.

*By Hon. Mr. Calder:*

Q. You heard Mr. Johnson's evidence in reference to this foghorn and signal man?—A. Yes.

Q. He pleaded that so far as lighthouse-keepers were concerned that they should have the appointment of them. What is your view as to that?—A. If Mr. Johnson had considered in the past that our procedure was detrimental to the service, and this should be exempted, and the matter had been taken up with us, I, in co-operation with my colleagues, would have been willing to meet him, and if he made out a good case, we would recommend the exemption of that position, as we have done with other positions.

*By Mr. Currie:*

Q. How good a case would he have to make out?—A. To show it was detrimental to the public service—that is, that our procedure was.

Q. You do not recognize that anything you have ever done was detrimental to the service?—A. Of course, Colonel, you come here with an open mind.

*By Mr. Thompson (Yukon):*

Q. Regarding the question of delays in making appointments: Mr. Calder made the statement this morning in regard to the Deputy Minister of Mines, in which he gave the number of appointments as between twelve or fourteen, giving the number of days which elapsed between the applications and the date of the appointment, and as I recall it, it was about seventy days—

Hon. Mr. CALDER: Seventy odd days.

Mr. THOMPSON (Yukon): Yes, I think it was about seventy days.

Hon. Mr. CALDER: Those were the temporary positions.

Mr. THOMPSON (Yukon): Yes, the temporary positions. No—I think the temporary positions were about fourteen days, and the permanent ones seventy-odd.

WITNESS: I would have to know the details of a case like that. I would have to know what position it was to look into the case, because in the first place, the members from Alberta and British Columbia—and I think the General will bear me out in this—all instanced that in some cases the time limits under which applications are to be sent in to the department in response to these advertisements are too short, in order to get the applications from the far away provinces.

Mr. GRIESBACH: They are too short yet.

WITNESS: Yes, and we have therefore given quite a liberal time within which these applications may reach Ottawa.

*By Mr. Thompson (Yukon):*

Q. Are you in a position to state how long it would be, on the average?—A. These positions that are so advertised—the advertising is Dominion wide and we usually allow at least a month after these advertisements, before the final date of receiving applications.

[Hon. W. J. Roche.]



Q. How long do you advertise?—A. That is what I say—

Q. About a month?—A. Well, we do not advertise for a month, but we advertise that applications shall be in within a month.

Q. Then after they are in, and after they reach your office—let us take a case in British Columbia, the farthest away—after these applications are in your office, how long would it take you to make an appointment—on the average? Could you tell us about that?—A. It would depend on the nature of the position and the character of the competition. In some instances, we have to have a written examination of a practical nature on the duties of the particular position. Now that written examination may take another two or three weeks—

*By Mr. Currie:*

Q. Let us have a case of that kind. Do you know of any case recently in the appointments there—out there in the West—for a technical officer, of that description, where you have had to delay the examination? Were there examinations in those cases?—A. I do not know to which particular case, the deputy minister referred.

Q. The deputy minister read his statement here.—A. I do not think he specified all cases.

*Hon. Mr. Calder:*

Q. I think we might defer that until we get all the evidence from all these deputies and see what length of time elapsed in these departments, so we can treat the whole subject at once. I would suggest that if the doctor covers the evidence he desires to give at the present time, in rebuttal of the statements made by the deputies, we can leave his examination to stand until we get some more evidence?—A. In that particular instance from the Mines Branch. Do they indicate so we could identify?

*By Hon. Mr. Calder:*

Q. They gave us the name of the persons, the time when the appointment was set for and when it was made, covering over such time.—A. The Colonel was asking me something about returned soldiers.

HON. MR. CALDER: You are going to give us a statement on that.

Witness retired.

Mr. P. T. COOLICAN sworn.

*By Hon. Mr. Calder:*

Q. You are an inspector of the Post Office Department?—A. Yes.

Q. How long have you been acting as inspector?—A. Since 1912.

Q. What territory do you cover?—A. The Ottawa Division.

Q. How far north does your division run?—A. It runs as far as James bay on the Transcontinental.

Q. Have you had to deal with this question of the appointment of rural postmasters?—A. All over the division.

Q. Have you had any appointments to make in the far north?—A. On the Transcontinental, yes, east of Cochrane.

Q. Have you had any rural postmasters to appoint up there?—A. Those are rural postmasters.

Q. I mean away from the village?—A. Yes, we have had appointments to make in Renfrew county, in Pontiac.

Q. Take Pontiac, for example. Have you had any appointments to make, say, twenty miles from the railway station?—A. Yes, Lavaltrie, and Lorraineville, about 20 miles from New Liskeard.

[Mr. P. T. Coolican.]

Q. You yourself had to make the recommendation?—A. Yes.

Q. Just get your mind set on one, which would it be?—A. Lorraineville.

Q. What did you do to make that recommendation?—A. That would be a place where the salary would be less than \$1,000, and in that case a slightly different procedure takes place, as in the case where the salary is over \$1,000.

Q. Is that right out in the country?—A. Yes, and the salary would be less than \$1,000.

Q. How many miles from the station would that be?—A. About 20 miles from New Liskeard to Haileybury.

Q. That is in Quebec?—A. It is reached from the Temiskaming and Northern Ontario railway.

Q. You are notified a vacancy occurred?—A. Yes, and we would then ascertain at that spot whether there were any returned soldiers, or we would get in touch with people there ourselves, advertise the position locally for three or four days, ascertaining in the meantime whether there were any suitable men for the position.

Q. How would you ascertain that?—A. By communicating with the outgoing postmaster, or the doctor, or a lawyer, or a minister or the parish priest, or something of that sort and get hold of any information we could. If we could get hold of none of these—

Q. Where would you get these names from?—A. We have those generally in our files in the inspector's office. He travels that district every year. He has got to go into that district every year and travel it.

Q. Why do you make a list of these people and keep it?—A. It is in the course of our inquiries. Frequently we have to refer to the prominent people in a place with regard to complaints and so on.

*By Mr. Johnston:*

Q. Would you ask the member or the defeated candidate in the election?—A. No, not necessarily.

Q. Do you sometimes?—A. Personally I never have.

*By Mr. Currie:*

Q. Lorraineville is a mining camp east of the Quebec boundary?—A. Yes.

Q. Where do you come in from? Bain?—A. No, you go across from New Liskeard to Ville Marie.

Q. How big is that Lorraineville?—A. It is a small farming population chiefly with some miners there. The whole vicinity would not be more than five or six hundred.

*By Hon. Mr. Calder:*

Q. After you get the names of the people, what do you do?—A. We would ascertain from those people who would be possible applicants for the position. Frequently we have names. We know the storekeepers generally. As a rule in small places like that they always get into a store because the salary is not sufficient to keep a man alone.

*By Mr. Currie:*

Q. You would not ask Mr. Rainville, who is head of the mine? He used to be a member here.—A. I know Mr. Rainville.

*By Mr. Johnston:*

Q. Would you think as post office inspector, or connected with the post office department that you would be in just as good a position to know the people of that town as members of this House?—A. We would not. We have only to know the district. We would know the requirements of the department, because that is our particular study. We would not know the individuals of the district.

[Mr. P. T. Coolican.]

Q. Would you be apt to know the prospective candidates for the appointment as well as the members of Parliament?—A. No. It is only our business to find out, after being notified of the vacancy.

*By Hon. Mr. Calder:*

Q. Is Temiskaming in your district?—A. Yes.

Q. Is there an office within twenty miles of there?—A. There is one 20 miles north of there.

Q. Give the names of the people you are acquainted with in Gibbons?—A. There is a driver there who used to do most of our work around there, a man who has rigs and so on.

*By Mr. Currie:*

Q. He is a livery man?—A. Yes, a hotel keeper; general driver and so on.

*By Hon. Mr. Calder:*

Q. Give us the names of some more?—A. I have not been north of Temiskaming since 1914.

Q. If there was a postmaster to appoint there to-morrow, you would not know of any?—A. Certainly, I would not. My assistant would. He has travelled the district since 1914.

Q. Take it in the county of Renfrew, there is a country post office away out in the northwest corner. What is its name?—A. There are a number of offices there, White Lake.

Q. Give us the name of one other?—A. On the northwestern portion of Renfrew.

Q. I want one out in the country?—A. Back in the country would be back from Pembroke, Ruby.

Q. Give us the names of some of the people in Ruby?—A. George, the store-keeper there.

Q. Any more names?—A. No, I can give you no more there. There is a small store; the farmers are generally around there; we don't know the farmers.

Q. You have to dig out some of the people to correspond with.—A. You must remember in the Ottawa division there are four travelling men. Each of these men are assigned to different sections of the division each year so they will make themselves familiar with the division in the course of the four years. We have about six or seven hundred offices in that division. That will serve any number of families, from about ten to five or six hundred. We would not be expected to memorize everybody in that division.

Q. I wonder if we brought your assistant whether he would know more than you?—A. Yes.

*By Mr. Johnston:*

Q. Would he know more than one of the members who are looking after the division partially?—A. My experience is that they study the division from the cradle up, so they would naturally know them better than I do.

Q. What we are trying to get at is to know whether any official in your department is or is not in as good a position to get a postmaster in one of those outlying points just as readily as a member of Parliament. You say you don't know the district as well as the deputy. You are not all over the district?—A. Naturally.

Q. These men that cover the same district as you do, would they have a knowledge of their own particular district?—A. I think so, most decidedly. The proof of it is that the recommendations we have made for those offices have not resulted in any complaints. They have been both satisfactory to the member and to the commission. We have had no complaints whatever. I don't remember any single instance of complaints being returned to us since the commission have had the department.

[Mr. P. T. Coolican.]



*By Hon. Mr. Calder:*

Q. After you get those names, what is your next step?—A. As to securing a postmaster, do you mean?

Q. You get the names of some people with whom you correspond?—A. Yes.

Q. What is your next step?—A. We inquire if they know anyone who will take the position of postmaster. Supposing we have difficulty in ascertaining this—we inquire whether there are any returned soldiers and we deal with them.

Q. What is the process that you actually go through to decide which of these should be appointed?—A. We fill in the individual report of every man.

Q. From what people write?—A. They send the information which we fill in, and report on the applicant for the position.

*By Mr. Griesbach:*

Q. Only those who apply?—A. Yes, except in the case of returned soldiers, when we dig them out.

Q. This list you fill out. It is then written?—A. Yes.

*By Hon. Mr. Calder:*

Q. You get the name of a driver, you get the name of a clergyman, you get the name of a storekeeper; you get the name of a farmer and so on. You write to all these people, and you ask them if they know a person who can fill the position of postmaster. You must ask them to give you all the information they can about the person they would like to have appointed, say, John Jones, the storekeeper, and he writes in and tells you "This fellow Brown is so-and-so and so-and-so, and I think he would make a good postmaster." What check have you on that?—A. Of course this means where there is any difficulty. If we suspect there is any influence brought to bear, or things are not as they should be, then the man goes up in the vicinity to ascertain on the ground himself, whether a man is capable, by examining him personally.

Q. In what percentage of cases do you have to send a man in?—A. Out of about seventy cases dealt with in the last twelve months, twenty have been visited.

Q. The inspector must go right into the district?—A. He goes right into the district.

Q. How many days?—A. The time on that in the last twelve months was about 19½ or 20 days.

Q. In how many cases?—A. 20 cases.

*By Mr. Currie:*

Q. Who do you call the inspector there? Is it what we call the rural route inspector?—A. Either the inspector himself in the more important cases or the assistant inspector in other cases.

Q. From here?—A. From here, in this division.

Q. Supposing the postmaster at Barry Bay dies and word were sent down tomorrow and your inspector out there is out on the road, what do you do?—A. If all the assistants are out.

Q. Take Barry Bay. It is away up on the river. What would you do here?—A. If all our travelling men were away?

Q. Yes.—A. One of the clerks in the office would go up immediately. If there is a question of the office not being manned, or if the assistants were away—it is the inspector's duty to see that service is given.

Q. Did you have any difficulty at any time?—A. Have there been cases in your department since the Civil Service began to function where you had delay in filling up postal jobs and had to send a temporary man to carry on until a decision was arrived

[Mr. P. T. Coolican.]

at?—A. You stated that you would send a temporary man up?—A. Yes, I sent a man to Carleton Place for one week in the office. I could not definitely say whether that was due to delay in appointment.

Q. In the case of Barrys Bay, dont you think the fellow up there would know about as soon as anybody who would be a good man to put on that job?—A. Yes, I do.

Q. Someone up there would know?—A. Yes. I do not recall dissatisfaction with appointments made by members under the old system.

Q. You are an appointee under the old system yourself?—A. Yes.

Q. You were appointed under the old system?—A. Yes.

Q. And the only benefit you receive in any way, as far as the Civil Service Commission is concerned, is that you refer the matter to them, and if there is any blame, you can lay it on them? (No answer).

*By Mr. Calder:*

Q. Did you get those figures with reference to the number of additional inspectors that had been appointed on account of the work being thrown on them?—A. No additional inspectors appointed on that account.

Q. How many have you now throughout Canada?—A. We have nineteen.

Q. Throughout Canada?—A. Yes.

Q. And how many assistant inspectors?—A. They would run two to a division, and sometimes three.

Q. You have four?—A. I have three travelling men.

Q. How many men of that class are there throughout the whole of Canada?—A. Of assistant inspectors?

Q. Yes?—A. I could not say; two or three on each division.

Q. Will you send us a letter setting forth the number of inspectors and assistant inspectors connected with the department, say in 1917—and the number now?—A. Yes.

Q. Did you get a statement as to the cost, the expenses?—A. Yes.

Q. Of inspectors in carrying on this work?—A. Yes, in the work of appointing postmasters—yes I can give you that. I cannot give you for the whole of Canada, for the reason that these items of expense are not segregated, but I made an analysis of the expense involved in twenty cases in the Ottawa division in twelve months, and it amounted to \$50.60.

Q. \$50.60?—A. Travelling expenses alone.

Q. For how many days?—A. 19½ days.

Q. For how many cases?—A. 20 cases.—19½ days, 20 cases.

Q. These cases could not have been out in the country very far?—A. No, you see from here to the St. Lawrence river there is a good train service all the way. Take a case like Lorrainville which I mention, it would take from midnight one day to six o'clock the next day to get there, because the train would not reach new Liskeard until three in the afternoon, and you would have to go into the country ten or twelve miles, and it would probably be late that night. I brought the names of the offices visited there.

*By Mr. Euler:*

Q. Does that include fares?—A. That does not include railway transportation. It is simply meals and hire of rigs.

*By Mr. Currie:*

Q. Are railway fares paid by the department?—A. No, they all travel on passes.

Q. Postal subsidy?—A. They are reached by the railways as the result of money paid for carrying the mails.

Q. It would be included in the postal subsidies?—A. Yes.

[Mr. P. T. Coolican.]

*By Hon. Mr. Calder:*

Q. Out of these twenty cases you could not have had very many out in the country?—A. In the Ottawa division we use a car, and we can travel down all through here south between the Quebec boundary south of the Ottawa river, and the county of Leeds—all those roads we can travel by car.

Q. Automobile?—A. Yes.

Q. Do you include your automobile expenses in this \$50.60?—A. That would include gasoline, yes. You see it is this way; we leave in the morning, and we can do two offices in a day and get back at night, and still travel a hundred miles during that day.

Q. It is pretty hard for me to understand how you could deal with 20 cases and have an expenditure of \$50.60?

Mr. CURRIE: I think that was per case.—A. Oh no. For instance one case was Cardinal which is down on the St. Lawrence river. His actual expenditure in cash was \$5. One assistant went down there. He would leave in the morning at 8.30 and get to Cardinal about one o'clock the same day. He would attend to that case in the afternoon, and stay over-night at Cardinal. Three meals and his bed, and he would be back the next day about 11 o'clock—\$5.

Q. How much gas did he use?—A. In that case he would drive by train.

Q. Take the case where they use an automobile?—A. In that case he would run down to Cardinal in about three hours.

Q. How far is it?—A. About 60 miles.

Q. He would use four gallons of gasoline?—A. I can get you all kinds of figures on the gasoline used in the car.

Q. And what did you pay for gasoline?—A. About two cents below the market price.

Q. That would give you about 40 cents; that would be about \$1.60 for gasoline and \$1.60 coming back?—A. Yes.

Q. And bed and breakfast and all that expenditure; how much do you put that at?—A. \$5.

Q. And then there is lubricating oil besides that?—A. Yes.

Q. And depreciation on the car and tire? (No answer).

Q. That would be about \$10?—A. Those are the actual living expenses that were put in by these men to the department, the expenses, giving month by month, and I take their figures from their own records, and if they paid more than that then they must have paid it out of their own pocket, because that is all the department reimbursed them for.

*By Hon. Mr. Calder:*

Q. As a matter of fact, the great majority of these appointments are decided as a result of those letters that come in, without your men having to go out in the country?—A. Yes.

Q. They are made on account of the representations that come in through these letters that you ask for from certain individuals that you finally get in touch with in the district?—A. Yes, and from the knowledge of the district from probably the travelling man in the district.

*By Mr. Euler:*

Q. Is there always a large personal acquaintance on the part of the inspector with some of the applicants? Would you say that? Would they be personally acquainted?—A. They would have to personally see the applicant in every case where the salary is more than \$1,000.

Q. Merely by correspondence; no man could be appointed merely as a matter of writing a letter?—A. Not in any case where it is over \$1,000.

[Mr. P. T. Coolican.]



Q. Where it is less than that?—A. Then it is done by correspondence. If the correspondence is not satisfactory, the man would go.

Q. Do you mean \$1,000 revenue?—A. No, salary to the postmaster.

*By Hon. Mr. Calder:*

Q. How many purely country postmasters on an average would get a salary of over \$1,000?—A. Oh, very few.

*By the Chairman:*

Q. None, I should think?—A. I do not know what you mean by country postmasters. There are 11 grades of post offices; one to eleven. Number 11 consists of Montreal and Toronto; then they grade all the way down to grade one; one is the lowest. That is a non-accounting post office. Grade 2 is an accounting post office. That is where a money order business is done. In those offices grade 2 you get quite a few with a salary of over \$1,000.

*By Mr. Argue:*

Q. Have you any post offices out in the country where the postmaster has a post office in his farm house?—A. You would not get any office of that kind over \$1,000.

Q. A country post office?—A. The great majority of post offices are in grades 1 and 2; the rest are what we call practically city offices.

*By Hon. Mr. Calder:*

Q. Would you say that in so far as most post offices where the salary is less than \$1,000 in the great majority of cases the inspector depends upon the correspondence he gets for the advice he is going to give the commission as to the appointment to be made?—A. Plus the knowledge of the country that he gets in travelling round year after year.

*By Mr. Euler:*

Q. Would you care to say what percentage of those appointments are the results of correspondence only and not personal visits?—A. In the case mentioned just now of a postmaster in a farm house or in a small store at the cross-road, there is generally only one man available, the man at the store. In many, many cases that occur it would not be worth while sending a man to find out.

Q. You say that in the majority of cases of country postmasters they are appointed as a result of correspondence?—A. I would not care to say what percentage.

Q. Would you say there is a majority?—A. No, I would not care to say at all; I would have to look into it; I could get the figures on that.

HON. MR. CALDER: Would you get figures on three cases, take one place out in my own province; take the county of Maple Creek. You mentioned one in Ontario, Waterloo. Would there be many appointed in Waterloo? Take one in Nipissing and one in Waterloo. Will that do?

MR. CURRIE: What about Parry Sound?

HON. MR. CALDER: Take Parry Sound and Waterloo, and take one from Quebec.

MR. DÉCHÈNE: Take Bonafueil in L'Islet, or take Montmorency.

WITNESS: You want to know how many postmasters in those counties have been appointed as a result of work done by correspondence?

HON. MR. CALDER: Yes. We are speaking of country postmasters, the total number of postmasters getting less than \$1,000 appointed during the last year.

WITNESS: Yes.

[Mr. P. T. Coolican.]

*By Hon. Mr. Calder:*

Q. And then the number of those who are appointed simply as a result of correspondence?—A. Yes.

Q. These men write in in these cases and give you their best opinions and their best judgment as to who should be the postmaster when a vacancy occurs. How does that inspector decide as a result of that correspondence who shall be the postmaster? How does the inspector decide who shall be appointed?—A. If he cannot, he goes out.

Q. But if he can, what factors does he take into consideration to enable him to do it?—A. His nationality—he must be British nationality—he must be a returned soldier, if possible, he must have the necessary education, and be able to read and write, in the case of small country places, and so on, he must be a man of probity and integrity, subscribed to by two or three important people of the place, or round about; all those things are obtained, and if we get those, we have a man we can trust, and we recommend him. If there are men of outstanding character, and so on, certified to by members of the community, there, then we are not very far astray.

Q. Let us take a concrete case: You get letters in from A and B. Neither are returned soldiers; A is a man of good character, a farmer—this post office will be in one of those farming districts—he is of good character, good reputation, and five men in his neighbourhood recommend him. Exactly the same thing occurs in regard to B. How will you decide?—A. We take a map of the district, and determine the geographical location.

Mr. GRIESBACH: That is the most sensible way to do it.

*By Mr. Griesbach:*

Q. You take into consideration the fact of the good roads?—A. Yes.

*By Dr. Roche:*

Q. Is it not a fact that in many of the cases the patrons of the post office send in a petition?—A. Frequently.

*By Mr. Currie:*

Q. What happens when there is a small country place, and there is a store on each side of the cross-roads, and one of the fellows sells out? Does he recommend the man who is taking his store over?—A. If there are two stores, you say?

Q. Yes, we will say two stores, one on the south side of the street, and the other on the north, and in those cases in the country villages, they are always strong contenders for the mail, because the one who has the mail gets people hanging around, and perhaps they buy something. Now, one of these fellows has the post office, and a man comes along and buys him out, and the first man moves out. What happens?—A. I have been in a good many of those fights, Colonel, and other qualifications being equal in both cases, it does not matter which you appoint, because geographically, they are both the same. It is a question of deciding on the better man, if both apply for it. But the office does not necessarily go with the store, and if a man is going out, he does not necessarily leave the office to the man coming in. If a man resigns and make a conditional resignation, we send it back to him for an unconditional resignation.

Q. Have you ever found that a man sold out his store and was able to get a little more money for it if the post office went with it?—A. Yes, we have.

Q. In other words, he profiteers at the expense of the office?—A. No, he gets his resignation sent right back for his unconditional resignation.

Q. You do not take the recommendation of the retiring postmaster?—A. No.

[Mr. P. T. Coolican.]

*By Hon. Mr. Calder:*

Q. Would you say you are getting a better class of Postmasters now than under the old system?—A. I would not say "better," as there are a good many factors entering into whether we are getting as good or better men than we did formerly. We are getting no worse.

*By Mr. Griesbach:*

Q. There has not been much better or worse to be had?—A. There are so many factors entering into what is better or worse, that it is hard to say.

*By Mr. Currie:*

Q. There is another branch which we have overlooked, and that is the rural mail service. How many rural mail servants have you got in your division?—A. Three or four hundred contracts.

Q. How many inspectors have you got in this division?—A. We have no inspectors assigned to that work alone. That work is generally taken in under the ordinary duties of assistant inspector.

Q. You mean to say your assistant does that work?—A. The assistant travelling in that district attends to that class of cases in the same way that he attends to office management, inspection work, audit work, and so on.

Q. Did you ever have any trouble in filling those positions by contractors?—A. Yes, we do, although there is no dearth of tenderers.

Q. That does not go through the Civil Service at all?—A. No, that goes directly through the department.

*By Mr. Euler:*

Q. You have to do with the larger post offices?—A. Yes.

Q. Take a post office in a town of eight thousand, or nine thousand, or ten thousand people?—A. Yes.

Q. In filling a position of that kind—postmaster—what procedure do you adopt there?—A. An office of that kind would be advertised for from five to ten days and the applications would come in. These are gone over very much more carefully, and invariably call for a trip to the places where the applicants live, and every applicant is interviewed and put through a cross-examination as to his qualifications and so on.

Q. By whom?—A. By the inspector.

Q. That applies to all cities—cities of ten thousand, or twenty thousand, or twenty-five thousand?—A. Well, there are certain offices—or our city offices—where the postmaster and the different men in the office are appointed by the Civil Service Commission. That is sometimes done, I believe, by Colonel Ross, in his former position as chief superintendent—take such places as Cornwall, and so on.

Q. Would you have anything to do in the case of a city the size of Stratford, or Kitchener, or Guelph?—A. At the present time, we would. While I was in charge of the Ottawa division, the position I have just left, we would not have had Stratford at all.

Q. Would the inspector of that district have anything to do with it?—A. Yes, or if it were not he, it would have gone to the chief inspector of the district, Colonel Ross.

Q. Would he make his recommendation to Mr. Ross, or the deputy of the Post Office Department, or direct to the Civil Service Commission?—A. His report in the case of those offices I have been speaking of, goes direct to the Civil Service Commission, the men who investigate make a report to the Civil Service Commission, and the commission would make the appointment, and not the department.

[Mr. P. T. Coolican.]



*By Mr. Currie:*

Q. Take the case of Kitchener: Supposing a man is there as an assistant, but most of the work is done by girls. The assistant is a very old man, something of that kind, and we will say the appointment falls vacant: What do you do? Do you appoint somebody from Toronto or Ottawa, assuming there is no one capable of filling the office?—A. No one capable of filling the office! In a case where post office experience is called for, I think it would be filled from another office.

Q. I might recommend my friend, Mr. Euler, to fill that position?—A. I suppose you could.

*By Mr. Euler:*

Q. In case there is somebody who is competent in the office, is he always taken from that office, or might a man be brought in from outside?—A. I cannot answer that.

Q. What is the practice which is followed?—A. As a rule the promotion would be done locally. I think that is the general rule.

Q. If there is a suitable man in the office?—A. Yes, if there is a suitable man in the office.

*By Mr. Currie:*

Q. By the way, we have not asked your position. You said your position had changed recently. What is your position now?—A. I am Division Superintendent for Western Canada.

Q. What territory does that include?—A. West of the Ottawa river.

Q. That is your division?—A. Yes.

Q. How many divisions are there of the postal service now?—A. Two.

Q. What are they?—the east and the west?—A. East of the Ottawa river, and west of the Ottawa river.

Q. Who made this new classification?—A. I beg your pardon?

Q. How was this classification arrived at? How did the thing come about?—A. I understand it was done as a result of the re-organization done in the department.

Q. Re-organization by whom?—The Civil Service Commission?—A. I understand by the Griffenhagen people.

Q. Who classified you into it—were there any senior to you? There were two new positions formed, one east and one west, and you were appointed in your case?—A. Yes.

Q. By whom?—A. By the Civil Service Commission.

Q. Well, of course, you have no fault to find with that appointment?—A. Excuse me from discussing my own qualifications.

Q. Were there any other applicants?—A. I have no idea.

Q. For instance, Toronto, has not put forth its grasping hand for the position?—A. I am not aware of anybody else in the field.

Q. Was the position advertised?—A. I do not know.

Q. It was a new office. Was it advertised?—A. I do not know; I was an applicant for it.

Q. Did you see any advertisement for it?—A. No, I did not.

Q. How many were applicants for the position?—A. I do not know.

Q. Did you have to undergo any examination?—A. I understand that my qualifications were rigidly looked over, and I was retained amongst others.

Q. How many in the service older than you?—A. I cannot tell you.

Q. But you got there all right?—A. I got there all right.

Q. Then you have no fault to find with this?—A. None whatever.

Mr. CURRIE: I think we might let him go now.

Mr. KENNEDY: I wanted to ask one or two questions in regard to the appointment of these postmasters.

[Mr. P. T. Coolican.]

*By Mr. Kennedy:*

Q. Mr. Coolican, could you say that the class of postmasters you are getting since the Civil Service Commission has taken hold of the work, or has something to do with it, is just as efficient as it was previous to 1918?—A. Of all the recommendations we have had, there has been no dissatisfaction.

Q. Do you find the fact that the Civil Service Commission has something to do with these appointments handicaps you in any way in your work?—A. No; it takes a little longer than before. It does not handicap us in any way. There is a little more time taken probably to get the appointment through.

Q. You have no fault to find with the part the Civil Service Commission plays in these appointments?—A. None whatever.

*By Mr. Currie:*

Q. Who has the eastern division?—A. The former chief superintendent.

Q. Who is he?—A. Mr. Gaboury, of Montreal.

*By Hon. Mr. Calder:*

Q. Do you know of any case, where your recommendations, or the recommendations of your assistants were not accepted by the commission?—A. We have had none.

Q. None at all?—A. No.

*By Mr. Currie:*

Q. How do you manage to smooth this commission over, the way you do?—A. I do not know. They are pretty hard to deal with. They require a great many qualifications.

The CHAIRMAN: Are you through with the present witness?

Mr. CURRIE: I want to ask him one or two questions before he goes.

*By Mr. Currie:*

Q. Have you appointed any postmaster or anybody at the recommendation of any of the members?—A. I have never been approached by any of the members in regard to appointments.

Q. Since your appointment in 1918, do you know of any?—A. I do not know of any. I have never been approached by a member since 1912—since the commission made the appointment—never at all.

Q. We have it from your chief here that there was no objection at all to a member recommending somebody to you. Of course none of the members knew of that, or we would have been after you.

*By Mr. Kennedy:*

Q. In the case of rural postmasters in the last few years, are you aware of any dismissals from the service as far as the rural postmasters are concerned?

*By Mr. Currie:*

Q. Have you "fired" any rural postmasters? That is the vernacular?—A. In the Ottawa division?

Q. Yes.—A. I cannot recall any offhand. We do have to get rid of them, of course, from time to time.

*By Hon. Mr. Calder:*

Q. Do you know if any recommendations of yourself or your assistants have turned out unsatisfactorily?—A. No, we have not had any so far.

[Mr. P. T. Coolican.]

*By Mr. Euler:*

Q. You do not recall, after or before 1918, of there being many dismissals?—

A. The only dismissals the inspectors would be able to recommend would be for depredations, for theft, or dishonesty, in their accounts, and so on. Those are the only ones the inspector could recommend.

*By Mr. Currie:*

Q. Defaulting?—A. Defaulting.

Witness retired.

Mr. F. C. T. O'HARA, sworn.

*By the Chairman:*

Q. What is your position?—A. Deputy Minister of Trade and Commerce.

Q. How long have you been in your present position?—A. Since 1908.

Q. How many employees have you?—A. 1,246.

Q. How many in your department are Inside, and how many are Outside?—A. Inside we have in Ottawa—we have forty-four in the administrative branch, and in the bureau of statistics, two hundred and eighty-five. I cannot very well separate them. I have the commercial intelligence which shows the Inside and Outside staffs together. I should say we probably have 12 or 15 in the commercial intelligence Inside; six in the inspection branch; eighteen in the exhibits and publicity, ten in the weights and measures, and six in the gas and electricity.

Q. You have some foreign offices as well?—A. Abroad we have twenty trade commissioners, each of whom has one stenographer, which makes twenty more, and in two or three of the offices, we have interpreters and office boys. I cannot tell you. I have not the staff separated, but in the commercial intelligence in the Inside Service and the Outside we have 72. Of the 1,246, 307 are not under the jurisdiction of the Civil Service Commission. They were exempted.

*By Hon. Mr. Calder:*

Q. What class would they be?—A. Elevator employees, and labourers at Fort William, and the other Government elevators in the West.

Q. The Civil Service Commission has nothing to do with their employees?—A. The Civil Service Commission recognized the fact that the Government was running elevators in competition with private elevators, and they had to be run along the same lines.

Q. You are speaking of grain elevators?—A. Yes.

Q. Have you any other section exempt?—A. None at all.

Q. Speaking in respect to your employees overseas, stenographers and office boys in these foreign countries, China, Japan, Australia, South Africa and so on,—does the Civil Service Commission make the appointments there?—A. They do. I was going to suggest they be exempted from the Civil Service because we have a good deal of trouble. The commission made a special ruling in our case allowing ninety days for the Trade Commissioners to appoint their interpreters, or stenographers, or office boys, but that ninety days is at certain times of no use. It takes, for example,—the Trade Commissioner is supposed to show that he has followed the policy of competition; he has to advertise, which he says is but a waste of public money. He then gets the applicants together, and reports to Ottawa and makes his recommendation, as the Civil Service Commission says they will grant ninety days temporary employment, but that means that the Trade Commissioner in Buenos Ayres or Shanghai could not go to a person whom he knows, and who may already be occupied in some office, and who may be dissatisfied—he cannot go to him and say “Will you take this job at so much?” He has to take the floating population, none of whom may be a British

[Mr. F. C. T. O'Hara.]



subject, none of whom may be a natural Canadian, and in the case of an interpreter, for example, he has to pick and choose from the floating interpreters who choose to apply, and nobody will apply who is in a permanent business because nobody will say to him "You can have the job absolutely".

Q. Have you made application to the commission for that class exemption?—A. I am not sure whether we have, but I spoke to Sir George Foster, and he told me that Dr. Roche assured him there would be no trouble whatever.

Q. Would you suggest your Trade Commissioners be taken from under the jurisdiction of the Civil Service Commission?—A. I would not. The policy we have followed for some years has been we have taken in a junior, trained him in Canada, and then appointed him Assistant Trade Commissioner with some of our Trade Commissioners abroad, and then he is appointed Trade Commissioner, and I would not like to see a system returned by which a Trade Commissioner would be appointed over the heads of the assistant—

Q. Where do these assistant juniors start in to learn the business?—A. In Ottawa.

Q. How do they get in there?—A. By competition through the Civil Service Commission. We have asked for university graduates, or young men of the specified age who have a university education.

Q. In other words, how many of these juniors do you keep as assistants?—A. Up to date—

Q. How many have you now?—A. At the present time, we have three in training, and an application for four more is before the Civil Service Commission.

Q. Supposing you had the whole seven and there is a vacancy at Shanghai, would competition be confined to those seven?—A. Not necessarily, because we happened to have one Assistant Trade Commissioner. We are not equipped to fill a number of vacancies, as we would like, but so far we have been all right. We have, at the present time, one junior Trade Commissioner, who came into the service on the promise that he would be promoted abroad to a Trade Commissionership, so he will be eligible for a full Trade Commissionership. He came in before the new grade was established, and then we have one assistant who happened to be in Cape Town.

Q. The point I wish to make, Mr. O'Hara is this: That in so far as your trade commissioners are concerned, you say now you would not like the present system to be disturbed, because you have an arrangement whereby you take in a certain number of young men into the department and train them, and then you have one or two assistants as well, and you do not want to disturb this, because you are sure of these men—you are sure these men you have in your department will eventually be appointed into the positions?—A. Yes.

Q. So the competition is very limited?—A. That is very true, but at the same time, we hope to get a continuous supply of junior trade commissioners who will take positions in the office of the trade commissioners as assistants, and in time, we will have a fully trained staff.

Q. At any rate, your view is that you would not care to have that clause disturbed?—A. No.

Q. But as regards the clerical staff in Great Britain and foreign countries, you think the department should have the power to make these appointments?—A. Exactly. The Civil Service Commission might fix a minimum and maximum salary and leave it, as we would, very largely to the Trade Commissioners to make their own appointments within that grade. I can cite one instance where a Trade Commissioner in Yokohama wanted an interpreter. He had an examination and sent the papers forward recommending a certain Japanese to be the interpreter. After some time, the Civil Service Commission approved that appointment, but before that time, the man had resigned, and the Trade Commissioner had to start all over again. He got a second man, and he went through the same role, and the Civil Service Commission approved of the second recommendation, but before he got that, the second man had resigned. Finally, he got a third man, who is still there.

[Mr. F. C. T. O'Hara.]

*By Mr. Griesbach:*

Q. Is that the law you are operating under?—A. The law.

Q. You mean that this has been represented to the Civil Service Commission and no notice taken of it?—A. I cannot say that, General. I know I have spoken of it to the minister, and the minister told me that he had taken it up with Dr. Roche, and Dr. Roche stated there would be no difficulty. I have not pressed the matter.

*By Hon. Mr. Calder:*

Q. Do you think the spirit of the Civil Service Act is being carried out in regard to Trade Commissioners?—the spirit embodied in the Civil Service Act? Not only by open competition; but you say you are satisfied with the present system because some of these young fellows have grown up in the service and are eligible for these positions, but what about a man in Toronto, a graduate of some university, who has been in commercial life, a man of wide experience; why should he not have a chance at this job in Hong-Kong?—A. He would then be appointed over the heads of those senior to him in the service. That would be very bad for the morale of the department. We have found that a business man is not always a man for Trade Commissioner, because a man who understands boots and shoes, may know absolutely nothing about grain, and absolutely nothing about textiles—

Q. If you followed that principle throughout the entire service, would it not mean this: that as soon as they get into the service they know everything ahead is for them, that nobody outside has got a chance at all, that if they are going to enter the service, they must come in at the bottom?—A. That is the policy we have adopted, and we find it to be working satisfactorily, but we all hope the day will come when we will have a sufficient number of trained men to take the senior positions, but I cannot see in the event of a large number of Trade Commissioners being appointed at once, how we could help taking some of them from outside—under extreme circumstances.

Q. You have nothing to do with the Census Department?—A. Yes, it is a branch of our department.

Q. Why did you not leave it with the Civil Service Commission to appoint all the Census Enumerators?—A. There were eleven thousand to twelve thousand of them, and at that time it was thought that the members of Parliament—of course, they are very short-term appointments—should appoint the commissioners, and the commissioners could appoint their own enumerators, and it was arranged as a matter of fact, after discussion with the Dominion Statistician and the minister, and I think he took the matter up in council—it was arranged that the Civil Service Commission would exempt them from the operation of the Act. That does not apply, however, to the clerical assistance required in the Census Branch here in Ottawa. They are under the Civil Service Act.

*By Mr. Griesbach:*

Q. As a matter of fact, you base your argument in favour of these Trade Commissioners, largely on the principle that you are training these men.—A. Yes.

Q. They are getting a portion of their training from you?—A. Yes.

Q. They come to you with sufficient education for you to fill it out by training?—A. Yes.

Q. Then you promote them?—A. Yes.

Mr. GRIESBACH: I think that is a perfectly sound idea.

WITNESS: The situation is this: If we take a business man we may have a man of considerable intelligence as a business man, but he has not the intelligence or the education very often to study foreign tariffs and to study the question of exchange and to consider the other great questions which confront the Trade Commissioner overseas. Granted that if a man has an A1 education, we can do with him what we

[Mr. F. C. T. O'Hara.]



like, but experience has proved—and I am speaking from my experience in the Department of Trade and Commerce for twenty-five years—that the service is vastly improved over what it was twenty-five years ago, and certainly improved over what it was twenty years ago.

*By Hon. Mr. Calder:*

Q. Have you made any promotions recently—within the last year?—A. We have made a number of promotions.

Q. Give me one example?—A. We had a man by the name of Chisholm appointed Trade Commissioner at Havana.

Q. Tell us what happened in his case?—A. At that time there was a vacancy. We had no special Trade Commissioner to send there, and the application was made directly to the Civil Service Commission to appoint a Trade Commissioner in Havana. While the delay was so exasperating, in view of the fact that it took five months to get him there, we finally got an A1 man, a returned soldier, with a knowledge of Spanish, a university degree, a man who had travelled throughout Canada, who had written a good many articles on economic subjects, had been on various papers on the Pacific coast, and he has made an excellent impression.

Q. The Civil Service Commission went out and got him?—A. Got him for us.

Q. You had nothing to do with getting him?—A. Nothing whatever.

Q. Give me a case where one of the Junior Commissioners was appointed.—A. There was a junior Trade Commissioner by the name of McCall who came to us as a junior, after being trained in Canada; there was a vacancy in Rio de Janiero and he was sent to Rio de Janiero because we had transferred our Rio man to the Glasgow office.

Q. Who sent him?—A. We sent him.

Q. Not the Civil Service Commission?—A. We did not bother the Civil Service Commission with that.

Q. It was a promotion?—A. It was hardly a promotion because the total remuneration in Glasgow was less than he was receiving in Rio. The living allowance in Rio was higher than in Glasgow. He has a wife and three or four children and he complained they had been ill ever since he had been there; that the climate was bad, that he could not get any schooling for the children and he asked if possible to be removed to an European office and it so happened that one of our Trade Commissioners, who by the way had been appointed by the Civil Service Commission had resigned, so instead of sending McCall to Glasgow we sent Johnston to Glasgow and we sent McCall to Rio de Janiero.

Q. You could do that without consulting the Commission?—A. We did not ask the commission. At the same time he is a Trade Commissioner, and at the same time I am anticipating—I may be wrong—but I am anticipating trouble when it comes some time to another transfer to an office which draws higher salary, but I think we can arrange that with the commission by reason of the fact that we are most anxious to send the best men to that office. We know, for example, if there is a vacancy in Buenos Ayres—we are familiar with all the men in the service who know Spanish. Of these men, one will be chosen for the Buenos Ayres office. We will recommend to the Civil Service Commission that so-and-so be promoted.

Q. Will they accept your recommendations?—A. That I don't know, but we will take the senior in the service who has a knowledge of Spanish and transfer him to Buenos Ayres with promotion, and there is a different living allowance.

Q. As a matter of fact you have those seven men in sight, all in routine?—A. Yes.

Q. Sometimes a vacancy is going to occur. You want to promote some of these men. You know their qualifications, the knowledge of the language which they have and the knowledge of the country?—A. Yes.

[Mr. F. C. T. O'Hara.]



Q. And the time will come when you make up your mind that one of these men will go to a certain point where there is a vacancy. Do you think the Civil Service Commission will take another view from yours?—A. I don't think so. We have got along first rate with the Civil Service Commission.

Q. Why should you not make the appointment direct?—A. Because the law is otherwise.

Q. Why not change the law?—A. I have no objection to that.

Q. As a matter of fact when the time comes to promote one of those young fellows to one of those outside offices your recommendation is going to be practically the final word. Why should you not make it direct instead of bothering the Civil Service Commission?—A. For the simple reason that the people at the department will have a great many letters from members and so on that this man has to get the promotion, and they will tell us too he is the best man. We know he is not the best man.

Q. Supposing we put a provision in the law that these appointments shall be made by the Governor in Council on the direct representation of the deputy minister?—A. The minister may be in a somewhat embarrassing position. The minister may want to send somebody else to this office. We would very often like to say "There is the commission, go to them." In the case of transfers our policy has been up to the present, and we are doing out utmost to send the best man to that post, and in every case we can show the commission that it is in the country's interest that such and such a man should be sent there because he may have the linguistic attainments.

Q. Let us go back two years, in a case where the minister made up his mind that some person should be sent other than the man you had in training. I won't ask for any names.—A. I would not like to say anything about it.

Q. He will not ask for any names.

*By the Chairman:*

Q. Do you find the juniors in that department all become efficient?—A. So far they have; very efficient.

Q. You have had no exceptions?—A. We have had no exceptions; some are better than others. Some have made a remarkable success of it. We lost only one, who resigned. We sent him to Vladivostok; then he married a Russian lady there and the Royal Bank got hold of him and appointed him to a position in Siberia. He was there a very short time in that position when he cabled us and asked if he might come back. As the time had not elapsed and we had not up to that time accepted his resignation we gave him leave of absence covering the two months and he went on and the Civil Service Commission knew nothing about it.

*By Hon. Mr. Calder:*

Q. Have you any purely scientific or professional men in your department?—A. We have a number. We have, for example, the gas and electricity service and the weights and measures inspection service. We have several chemists in Winnipeg who have to look after milling and baking tests. I suppose in a measure you would call a technical man a moving picture camera man.

*By Mr. Currie:*

Q. You do not send any moving picture men over to England to sell bonds?—A. We do not, but we send the moving pictures over there to sell the bonds ourselves. Incidentally our moving pictures have been seen in England by millions of people; our gas and electricity service technical men, I think I would greatly regret to see that they were taken from out of the hands of the Civil Service Commission.

[Mr. F. C. T. O'Hara.]

Q. Why?—A. For the simple reason that both the gas and electricity service and the weights and measures department have greatly improved under the Civil Service Commission. There is no question about it.

Q. Why?—A. I will tell you why. Under the old arrangement we had inspectors—I am speaking now as advised by Mr. Way, the Director of the Weights and Measures and Mr. Higman, the Director of the Gas and Electricity Service. They appointed saloon keepers, shoemakers, railway conductors and others to various positions in both those branches in the olden days. The weights and measures department was loaded up with a good many incompetents, a good many of which we were able to get rid of. We were getting rid of them slowly. I am not sure that we have many of them left because they were getting up in years, and under the Act passed last session we have retired a good many of them.

Q. You don't speak from your own personal knowledge there in these cases?—A. No, I don't.

Q. Well just leave that out? That is not evidence.

*By Hon. Mr. Calder:*

Q. Who can give evidence on that point?—A. Mr. Higman, The Director of the Gas and Electricity Service, and Mr. Way, the Director of Weights and Measures. I have written communications from both of them with me.

*By Mr. Griesbach:*

Q. I want, before we get too far away from it, to inquire into that statement made about the employment of the clerical staff in foreign parts. What possible justification is there for that?

Hon. Mr. ROCHE: You mean stenographers, and so on?

Mr. GRIESBACH: Yes.

Hon. Mr. ROCHE: There would be no objection whatever when approached by the department.

Mr. GRIESBACH: Why is this going on for two years and the Civil Service Commission and the department have not got together and settled it.

Hon. Mr. ROCHE: The thirty-day provision prevailing in Canada which allows the department to put on a temporary employee has been extended in foreign countries to ninety days. Then before we issue a permanent certificate at the end of ninety days the officer representing the department was supposed to advertise there locally to see if he could get a competent civil servant and we would leave it to him to recommend to the commission who the man should be.

Mr. GRIESBACH: Mr. O'Hara says it cannot work. What do you justify this plan upon. They are not Canadian people. They are Japs and Dagoes of all descriptions. What do we care whether there is competition amongst them or not?

Hon. Mr. ROCHE: I think there have been few instances where there have been any complaints at all. I don't think any of the work of the department had been impaired, because they have their people on the spot.

WITNESS: Instructions to all Trade Commissioners are that no members of commissioners' families be employed in the office. It has always been the case, and the case of a Trade Commissioner representing that So-and-so should be appointed, the Trade Commissioner finds in a month's time that that man is no good, and by the time he refers to us again the ninety days has elapsed and we have to start over again.

*By Mr. Currie:*

Q. How many Trade Commissioners have you appointed under the Civil Service Act?—A. I should say ten or twelve out of the twenty.

[Mr. F. C. T. O'Hara.]

Q. Out of how many?—A. Ten or twelve out of the twenty.

Q. What about, for instance, China?—A. China was appointed I think before the Civil Service Commission took charge. Shanghai, Dr. Ross was there.

Q. I understand that is a very efficient office?—A. He is a very efficient officer, but he is getting on in years.

*By Mr. Thompson (Yukon):*

Q. What are the duties of your Trade Commission?—A. Their first duties are to ascertain wherever they can the conditions under which foreign goods are laid down under their jurisdiction, and to get Canadians to supply the needs of that market; present opportunities to Canadian exporters and manufacturers to encourage them in every way in trying to get their goods into the market, and to that end they have to ascertain all possible information as to costs, routes, tariffs, harbour dues and everything of that kind so that we can place before the Canadian manufacturer the full information as to how he can get his boots and shoes into Yokohama.

Q. Having that information how do they communicate it to the manufacturer?—A. That information is forwarded to the Commercial Intelligence Branch here, and the reports are issued in a weekly Bulletin issued every Monday morning and distributed all over Canada to anyone who asks for it.

*By Mr. Griesbach:*

Q. Is it increasing our trade?—A. We think it is. As a matter of fact we believe opportunities offered to-day by the department are 50 per cent greater than Canadians can take advantage of because they are turning down orders every day.

*By the Chairman:*

Q. Due to what?—A. Due to the inability very often of the foreigner to pay; due to the inability of the foreigner to remit to Canada in view of the exchange conditions.

*By Hon. Mr. Calder:*

Q. Are there any other classes? We have one class now that you think might be removed from the jurisdiction of the Civil Service Commission. Have you any other class of civil servants in your entire service that you think might well be removed to the advantage of the public?—A. At times I have thought our chemists in the Grain Research Laboratory in Winnipeg might be removed, but on consideration I don't think it is necessary; I have also thought our moving picture camera men should be removed, but I think we can get along with the commission. As a matter of fact with our moving picture camera men we fell down lamentably with the Civil Service Commission when there was some very important work to be done, and the Canadian National Railways came to us and wanted us to take up government surveys for them. We could not get any camera men, and after many months correspondence we arranged with the Canadian National Railways that they would pay for the camera men themselves and we would do the developing in our plant on Wellington St.

*By Mr. Euler:*

Q. I would like to return to the matter of the census. That is in your department. Was it on the suggestion of your department to the Civil Service Commission that the appointment of the Census Commissioner was returned to the patronage system?—A. I cannot say definitely but I think so. It was recognized as being somewhat impossible for the commission to appoint eleven or twelve thousand men.

Q. It originated in your department?—A. I cannot say positively, but I think so, because the Dominion Statistician had that up directly with the minister. The reason was it was not thought practical or possible for the Civil Service Commission to appoint them.

*By Mr. Johnston:*

Q. How you definite information as to how it did originate?—A. I have not.

[Mr. F. C. T. O'Hara.]



*By Hon. Mr. Calder:*

Q. You thought there was only one other class that might possibly be taken from under the jurisdiction of the commission?—A. Yes.

Q. Why do you think there is a possibility that could be taken from under the jurisdiction?—A. We had great trouble with the Civil Service Commission in conducting that staff. As a matter of fact the whole of the staff resigned except the Chief Chemist, who happened to be in England at the time, and he came back and found his office stripped.

Q. What was the reason of the resignations?—A. A question of salary.

Q. If the commission had made a classification that was satisfactory to them as far as salary was concerned, they would have been there?—A. I believe so.

Q. In so far as getting the men for that service, do you think you could get these men just as well and just as quickly as the Civil Service Commission?—A. I am not so sure I could. There are not many men available in the whole of Canada.

Q. Do you think the politician would butt in there and insist on certain conditions and things of that sort?—A. Possibly.

Q. Do you think that ordinarily the scientific men, these chemists and highly scientific men are very friendly with politicians?—A. I don't think so. Usually they are a difficult class to deal with, but I would not recommend that the chemists be taken out of the hands of the Civil Service Commission.

Q. When it comes to technical men employed by your department would you prefer to have them under the control of the Civil Service Commission?—A. Most emphatically.

Q. You have read the amendments to the Bill?—A. Yes. The only one that affects us is the technical men.

Q. As far as you are concerned, supposing this law passes, that section (c) is passed, would you suggest any amendment in section (c)? Speaking of your own personal knowledge, not the knowledge of Mr. Higman and Mr. Way, as far as you know there would be no injury to the service as far as efficiency is concerned if that remains in the Bill?—A. I would not like either of those services to be taken out of the hands of the Civil Service Commission, from my own personal knowledge of those since they were transferred to Trade and Commerce.

Q. Would you mind suggesting before we close up the inquiry any amendment you could put there?—A. The only thing I could suggest is to specify the technical men. That is a very, very wide question.

Q. If there are any particular technical men in your department that you would like to keep up, let us have that?—A. Gas and electricity, weights and measures.

Q. As to manual labourers and postmasters, you have nothing to do with that?—A. No.

Q. How do you find this Civil Service Act affecting the discipline and efficiency of your staff? Do you find the same old readiness to work after four o'clock and all that sort of thing, when you want to get out, or do you have to do your own work?—A. We don't have any trouble on that score at all. We find the Civil Service Act as it is to-day, very, very satisfactory. As I say we have exasperating delays. Some of those delays we lay directly to the door of the Civil Service Commission; others we lay to the outside branches of our own department, not carrying out the regulations properly, and third, to the system which makes it necessary for a new position—for example, an Order in Council has to be obtained and it goes to the commission and the commission fixes the minimum and maximum grade, but as for delays, we sent to the commission in 1920, a recommendation to appoint a fish inspector in Lunenburg. He was not to be paid a salary, he was paid such fees as he collected. Correspondence went on with the commission since July 20, 1920, and on May 4th we received a letter from the commission stating that the position had been advertised and enclosed would be found a copy of the advertisement. Enclosed was

[Mr. F. C. T. O'Hara.]

a copy of an advertisement for a sub-collector of customs. That, of course, was merely a slip; the wrong thing was put in, but there is a case of a job that is not to be an expense in any way. The man had to collect the fees and pocket them for inspecting oils. The correspondence had been going since July.

*By Mr. Euler:*

Q. Would you lay any cause to the re-classification of the service? Has the re-classification caused delay to any extent?—A. A portion of delay was necessary in classifying the position.

*By Mr. Currie:*

Q. But you could have filled that position in a couple of days and the fish could have been caught and the business carried on just as well?—A. Yes.

*By the Chairman:*

The correspondence was going on during the period you speak of?—A. Yes, the report was recommended down there and we passed that name over to the Civil Service Commission, and suggested the Civil Service Commission send down to that gentleman any forms that were necessary for him to fill out.

*By Hon. Mr. Calder:*

Q. Mr. Johnston gave his evidence to this effect that in the case of wharfingers and harbour masters, two classes that are in his office. In some case he said their fees would be as low as \$25, \$50 and \$100, men who do not give their entire time to the service at all. Would you not suggest that that class in your department should be handled directly by your department?—A. No, I would not. I say wherever possible these men ought to be appointed by the Civil Service. This is an extreme case I have mentioned, but we are hoping as time goes on the Civil Service Commission will be able to cut out a great many delays.

*By Mr. Euler:*

Q. Some member in the House said that eventually this fish inspector was appointed as the result of an examination held by some college professor down in Halifax.—A. That is another case.

Q. Would you then say that the only employees in your department that you would like to have withdrawn from the control of the Civil Service Commission are the staff of the Trade Commissioner?—A. Yes.

Q. No others?—A. That is the interpreters, stenographers and office boys.

Q. You consider any other little drawbacks are counter-balanced by the advantages you draw from the Civil Service Commission?—A. Yes. Of course we have several men exempted in the grain business, the men in the grain business at Fort William, Vancouver, Saskatoon and Calgary.

*By Mr. Currie:*

Q. Do you provide all the weighmasters in the elevators?—A. They are under the Board of Grain Commissioners at Fort William.

Q. The Board of Grain Commissioners?—A. Yes.

Q. They are appointed by the Dominion. They are under your department, are they not?—A. Yes. They administer the Canada Grain Act.

Q. They work under the Grain Act?—A. Yes.

Q. In the appointment, in your case do you appoint them or does the Civil Service Commission?—A. As a matter of fact the Governor in Council appoints them under the Grain Act. I don't know just why. There is a legal point. I don't think that since the Civil Service Commission has been functioning that we have made an appointment there.

[Mr. F. C. T. O'Hara.]

*By Hon. Mr. Calder:*

Q. Give me a list of two or three of the branches you have in your department?  
—A. The Bureau of Statistics; Commercial Intelligence; Exhibits, Publicity, Gas and Electricity.

Q. Take your Commercial Intelligence branch. If your chief officer in there resigned to-morrow would you be quite satisfied to leave it with the Civil Service Commission to appoint a man to take the place of that chief officer?—A. I would, because they appointed the present officer.

Q. Without any consultation with yourself at all?—A. No, they would not do it without consultation with me.

Q. Would they accept your recommendation?—A. The chances are they would ask me to mention who was on the eligible list, as they did before.

*By Mr. Currie:*

Q. With reference to the Bureau of Statistics, that is under your department?  
—A. Yes.

Q. They have a great many commissioners all over the country reporting to them, have they not?—A. Yes.

Q. How are those men paid?—A. How are those men paid?

Q. Yes.—A. They are not paid anything except that they receive a copy of the Year Book of the publications of the department; agricultural statistics and things of that kind, because they are usually farmers. They are asking for it.

Q. They are purely correspondents?—A. Yes.

Q. Not paid in any way?—A. No, 24 or 25 hundred of them.

*By Hon. Mr. Calder:*

Q. I assume this man resigned the position he filled. Then you say they asked you for a list of those entitled to promotion?—A. Yes.

Q. A list of eligibles?—A. Yes.

Q. Did you simply send a list of them?—A. May I answer that by telling you what was recently done? Because the Civil Service Commission has recently filled that office. The present Director of the Commercial Intelligence Service is Mr. H. R. Pousette. He was a Trade Commissioner, and when Mr. Griffin resigned, and while he was not director of Commercial Intelligence, he was in part charge of that service. The time arrived when that office of Director of Commercial Intelligence was to be filled. The Civil Service Commission sent notifications to all the Trade Commissioners in all parts of the world, notifying them that this position was to be filled, and asking them to give them certain information, but this was open, as a matter of fact, not only to Trade Commissioners, this special office, but open to the whole of Canada.

Q. And open to your man in Ottawa as well?—A. Everybody.

*By Mr. Currie:*

Q. Wide open?—A. Wide open, and the commission got in, I don't know how many applications. My own recollection is that there were fifty or sixty. Then the commission took that fifty or sixty and examined the list, and winnowed it down to five or six.

*By Hon. Mr. Calder:*

Q. Just there do you think the Civil Service Commission have a knowledge of the work of your department to such an extent that they could narrow that down to five or six?—A. Well, they took the qualifications and the education and the experience of all the applicants. We had already informed them as to the duties of that office.

Q. Do you think, for example, that Dr. Roche could do that winnowing as well as you could? What knowledge did Dr. Roche have, for example, of the work your

[Mr. F. C. T. O'Hara.]



Trade Commissioners have had overseas. Here are a number of men sending in their qualification to carry on certain work. What practical knowledge has he of that work which would enable him to decide whether or not these men have the qualifications?—A. As a matter of fact they undertook to decide, and appointed a man we were very glad to accept, and the man we wanted appointed.

Q. You are not answering my question?—A. I dodged it.

Q. Let us chase this down. You say the commission finally culled out of the forty or fifty applications all but about five?—A. Yes.

Q. And you claim they are in a position to do that as well as you are?—A. I cannot say that they are.

Q. They threw them all out but five. Then what followed?—A. Then they had the five if I recollect, and they were gone over carefully by a special board.

Q. Who was on that board?—A. I do not remember.

Q. Who was on the board which finally appointed the head of the Commercial Intelligence?

Mr. FORAN: You remember that, Dr. Roche.

Dr. ROCHE: No, I was sent for in a consultative capacity, not as a member of the board, but there was Mr. Deslauriers who was the head of the Technical School, and a professor from Queens.

Mr. FORAN: And a man from the Polytechnic School in Montreal, and Colonel Woods from Ottawa.

Dr. ROCHE: No, that was another case. There was some one representing the Great War Veterans.

Mr. FORAN: The applications were rated by Professors Skelton and Laruy and they got the applications down to about five, and these five men were sent for, and you were present.

Hon. Mr. CALDER: What position does Professor Skelton hold in Queens?

Mr. FORAN: He is Professor of economics and political science.

Hon. Mr. CALDER: What does he know about trade matters.

Mr. FORAN: I think he knows a great deal about it.

Hon. Mr. CALDER: And the other professor?

Mr. FORAN: He is also a very well-known man in Quebec, and capable.

Hon. Mr. CALDER: And Mr. MacNeil was there?

Mr. FORAN: Yes, just to see that the returned soldier preference was applied where the returned soldier was qualified.

Hon. Mr. CALDER: Not a member of the board?

Mr. FORAN: He was a member of the board, yes.

Hon. Mr. CALDER: He would not have any knowledge of the matter?

Mr. FORAN: They were advised with reference to the qualifications required by the department.

*By Hon. Mr. Calder:*

Q. You have got this board of three sitting upon these five applicants, and then Mr. O'Hara was sent for and he was consulted, and what was your recommendation?—A. My recommendation was that Mr. Pousette, as the senior Trade Commissioner, and who happened in the examination marks obtained by him before the board to be the top man, and I recommended that Mr. Pousette get the job.

Q. Did you have him in mind all the time, through this process of elimination?—A. I did, I admit, but I also state that there was absolutely no communication from me verbally or otherwise, to the Civil Service Commission, with regard to Pousette, because I knew he was not the senior Trade Commissioner. There was one senior to him in the service, Mr. Ross, of Melbourne, who refused the job. It was our first

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intention—I cabled Mr. Ross in Melbourne asking him if he wanted the position, and if he had said he would like it, it was then my intention to recommend his promotion, and then the position would not be more than a promotional examination in the service.

Q. A statement has been made in Parliament several times—you hear it rumoured everywhere—that in connection with promotions of this kind, that after all it is red tape and rigomarole, it is simply bluff, that everything is all arranged in an underground and underhand way, and finally the man you want to get appointed is appointed?—A. I do not believe it.

Q. I am not saying it is true.

*By Mr. Currie:*

Q. Who set the examination paper?—A. It was set by the Civil Service Commission. They sometimes ask us to suggest topics for essays.

HON. MR. CALDER: Who actually set that paper.

MR. FORAN: Professor Skelton and Professor Baruys.

*By Mr. Currie:*

Q. What were the subjects?—A. General economic subjects, and subjects of a practical nature, subjects relating to the resources of Canada and subjects of that nature, a very stiff paper. But I may say absolutely, and I am speaking under oath—that it was a very great and agreeable surprise to me when I was informed by the Civil Service Commission that Mr. Pousette headed the list on the examination.

Q. You were surprised?—A. I cannot say I was surprised. I knew he would be rated high, because he had been in the service a long time. He opened our Durban office, he saw service for us in Johannesburg and Capetown; he opened the Buenos Aires office, and after going to the front he inspected our Newfoundland offices, and then inspected our Japanese office and our Chinese office; was appointed to Vladivostok, and when the Bolshevik came in he left, and about that time we wanted a special representative in India and despatched him there where he was for three or four months. No man in our service had a greater knowledge of the foreign work than he had. He is a very able writer, good speaker, had seen service overseas, and was an ideal man for the position. That is why I was hoping he would get it, and I did not know until the Civil Service Commission informed me that he headed the list, I did not know he was really the top man.

*By Mr. Currie:*

Q. Have you that examination paper?

MR. FORAN: Yes. I think for your information I will bring the written sheets of the examination paper so that you will see exactly the various steps taken in that competition to secure the right man.

WITNESS: Marks were given for various qualifications.

*By Mr. Currie:*

Q. Was he a product of the Civil Service Commission?—A. He was not. Originally he went to South Africa during the Boer War, and saw service there, and it was in the days of Sir Richard Cartwright that he applied for the position of Trade Commissioner in South Africa. The man in the office was very old and not doing very much, and the office was established in Capetown, and an office in Durban was advocated as being the proper place for the Trade Commissioner, and after finding out something about it Sir Richard Cartwright appointed him.

*By Hon. Mr. Calder:*

Q. If you had a returned man to fill the position—?—A. He would have got it. Mr. Ross of Melbourne would have got it if he would have accepted it.

[Mr. F. C. T. O'Hara.]

*By Mr. Currie:*

Q. Because he was senior?—A. Yes.

Q. But if it were not a question of seniority you would have picked that man out of the whole service?—A. I would not have picked him ahead of Mr. Ross, but either of those two men would do.

Q. Was Mr. Ross appointed to his position?—A. He had been our Trade Commissioner in Melbourne for 18 years I fancy.

Q. Who is your Trade Commissioner in New Zealand?—A. Mr. Beddoe.

Q. How long has he been appointed?—A. Somewhere about 1909, I think.

Q. Who is your commissioner in India?—A. We have nobody in India at present.

*By Hon. Mr. Calder:*

Q. In connection with ordinary promotions in your staff, book-keepers and accountants, and senior filing clerks, and so on, do you have anything to do with these at all?—A. As a matter of fact when we want to make a promotion the Civil Service Commission will ask us to give them a list of those who are considered eligible for promotion, and we give them the list.

Q. And then you withdraw?—A. Yes.

Q. You do not make any recommendations at all?—A. Not unless they ask us to.

Q. Do they ask you to?—A. Not very frequently. We have not had many occasions in the department since the Civil Service Commission was appointed.

Q. Can you recall any case where they have asked you?—A. I cannot.

Q. Not a single case?—A. No.

*By Mr. Currie:*

Q. Do they make promotions in your department by competitive examination?—A. Yes, when any have been made, but we have had very few promotions. Our men in two or three branches have profited so greatly that the question of promotion has not been a factor yet.

*By Hon. Mr. Calder:*

Q. Have you had any resignations or deaths?—A. Yes, we have had two deaths, and we amalgamated the offices.

Q. Have you had no vacancies to be filled, or positions to be shoved up?—A. We have in the case of the electricity service, and examinations have been held.

Q. Give us one example there?—A. Well, I cannot at the moment although I think there were some divisional inspectors to be appointed, and the application is now before the Civil Service Commission.

Q. Take the promotion among your junior staff; you have junior stenographers, and senior stenographers, and principal clerks?—A. We have not had many promotions for this reason: it is only very recently that our department was classified. It is within the past two months that the inside staff was finally classified.

*By Hon. Mr. Calder:*

Q. Let me picture a concrete case. How many book-keepers have you in your department?—A. Oh, I suppose—that is book-keepers in Ottawa?

Q. Yes, or accountants?—A. In the accounting office we have possibly ten.

Q. And some of these would be senior accountants, and other junior?—A. Yes.

Q. Supposing one of your senior accountants dies?—A. Yes.

Q. Somebody has to be moved up?—A. Yes.

Q. Would you have anything to do with recommending the person to be moved up?—A. Well, as a matter of fact, we have had none at all, to speak of.

Q. Would you expect to have anything to do about the promotion?—A. I should think I would, yes.

Q. You would expect the Civil Service Commission to ask you for a recommendation?—A. I do not know that I would, but I would certainly make a recommendation.

[Mr. F. C. T. O'Hara.]



Q. Why?—A. Because I feel that I would know these men better than they do.

Q. Why do you think you would know them better than they do? The work is cast upon them to do, under the law?—A. Yes, I am quite aware of that.

Q. You say you would know these people better than the Civil Service Commission can possibly know them?—A. Yes.

Q. And you think you should have something to say about the promotions?—A. I think I should.

*By Mr. Currie:*

Q. Then, having given that answer, you have read that clause where it states in this Act that the power of the commission, under section 3, is so-and-so? You agree that if you had the selection, or could send a recommendation to the Governor in Council you would be better satisfied that you would get the right men?—A. I think so, but the staff would not agree with me.

Q. And really you are the person concerned?—A. Yes. But in many cases I would have to rely upon the information furnished me by the man's superior officer, giving me his opinion of the merits of the appointee.

Q. You want to see the right man fill the right place?—A. Yes.

*By Mr. Euler:*

Q. As a matter of fact, does the commission consult you?—A. We have not had any, because the department within the last two or three months has been reclassified, and in many cases the grades have been increased, and the salaries have been increased so that no complaints have been lodged with the Civil Service Commission as yet, though we have had no promotions, with the exception of the one I spoke of, Mr. Pousette, whose salary jumped from \$4,500 to \$6,000.

*By Mr. Currie:*

Q. You have said a lot about the increase in salaries. How much has your salary list been increased by this classification?—A. In the weights and measures service, very considerably. I have not the figures with me.

Q. Will you bring them?—A. Yes.

*By Hon. Mr. Calder:*

Q. There is one branch that has not been dealt with by this witness, which comes under the Bill. And that is as far as the classification itself is concerned. Do you think, Mr. O'Hara, that the service is overclassified? I do not know if you quite catch what I mean.—A. You mean the salaries are too high?

Q. No, I am not speaking of salaries. I am speaking rather of positions. Do you think there are too many classes, a great multiplicity of classes, with special names for all these classes?—A. As far as our department is concerned, I do not think so, because it permits a wide range of promotion from one job to another. Of course, our department has, for its size, a more complex lot of branches, unrelated to each other, than any other branch of the service.

Hon. Mr. CALDER: You would not say that if you saw the Interior Department.

*By Mr. Currie:*

Q. How many classes have you got?—A. In the Bureau of Statistics, we have fifteen divisions.

Q. Fifteen divisions?—A. Yes.

Q. How many employees?—A. Two hundred and eighty-five employees.

Q. And there are fifteen different divisions?—A. Yes.

*By Hon. Mr. Calder:*

Q. You mean classes? Fifteen different classes?—A. The division of work done there. These are also subdivided, that is, they would have stenographers of various grades, and book-keepers of various grades and so on.

[Mr. F. C. T. O'Hara.]

Q. You would have more than fifteen classes?—A. I am speaking of divisions. There is the Internal Trade Division, the External Trade Division, the Transportation Division, the Vital Statistics Division, and so on.

*By Mr. Currie:*

Q. That is, for the classification you would have a great many classes in each of these divisions?—A. Yes, and a great many of these classes would be common to every other division.

Q. How many special divisions have you in each one of your departments which are not on a common horizontal line—how many “sprouts” as it were?—A. I cannot tell you. Take the camera man—we also have a grain chemist.

Q. And a man known as a developer?—A. Yes. Of course, there would be a great many too. We have a still photographer, and a man who is inspecting grain, and we have the trade commissioners, and the Chinese interpreters—is that the idea you want to bring out?

Q. I want the number of the various classes.—A. I see.

Q. There are classes common to all departments, but we want to know all the classes in your department.—A. Yes.

*By Dr. Roche:*

Q. These divisions are simply a matter of departmental organization?—A. Yes.

Q. The classification does not grade them?—A. No.

Mr. KENNEDY: May I ask a question, Mr. Chairman, of the chairman of the Civil Service Commission, in regard to certain questions arising out of the evidence of Mr. O'Hara?

The CHAIRMAN: Are we through with Mr. O'Hara now?

*By Mr. Currie:*

Q. Is there any information you can give us, Mr. O'Hara—can you volunteer anything before you leave?—A. A. I do not think there is anything.

The CHAIRMAN: I might ask Dr. Roche if he has any questions to ask?

Dr. ROCHE: No, I have not.

*By Mr. Foran:*

Q. You are not very well acquainted with the procedure under the new provisions of the Act at the present time? You say there are practically no promotions made in your department lately? From 1908 to 1918 the system of promotions was, what is now law, that the recommendation is made by the deputy minister, but in 1919, the provision was changed and required the promotions to be made by the commission. I do not think you have had any promotions in the Inside Service of your department since that time?—A. No.

Q. So you are not very well acquainted with the procedure, and are not in a position to say whether it is satisfactory or not?—A. No.

(Witness retired.)

Dr. W. J. ROCHE recalled.

*By Mr. Kennedy:*

Q. Did the Civil Service Commission ask that the appointment of the Census Commissioners be removed from under the jurisdiction of the Civil Service Commission?—A. Well, Sir George Foster had an interview with the Civil Service Commission and discussed the best method of appointing these enumerators and commissioners, and when he explained to us that it involved an appointment of twelve thousand or more census enumerators of a temporary nature, and for a very short time—perhaps a month, the month of June—we came to the conclusion that it was the kind of an

[Mr. F. C. T. O'Hara.]

undertaking from which we would be glad to be relieved. There were different ways and means discussed at the conference, and the question came up as to how it would be to allow members of Parliament on both sides of politics to nominate the commissioners, and the commissioners themselves to nominate the enumerators, and I expressed my views to this effect, that sooner than have an independent commission, which was appointed to carry out the policy of non-patronage appointments, linked up with the members of Parliament in making appointments on the patronage principle, I would prefer to have the whole census staff exempted from the provisions of the Civil Service Act, and let the department carry out any procedure it might decide on.

Q. The suggestion then really came from Sir George Foster in the first place, that you should ask for exemption of the census commissioners from your department?

—A. I would not be sure of the suggestion but we did discuss the best methods, but I would not be sure that the suggestion emanated from Sir George Foster.

Q. You did make that request?—A. I expressed myself as much preferring exempting the appointments from under the provisions of the Civil Service Act, rather than have anything at all to do with it.

Q. Your commission would have to make a definite recommendation under the Act in order to bring that about?—A. We made the recommendation to the Governor in Council.

Q. Did you make any suggestions as to how they should be appointed?—A. No.

Q. No suggestion that a member of Parliament should make them?—A. Not at all.

Q. In view of the fact that the only appointments that had to be made were the Census Commissioners themselves, and not the enumerators—which would run into thousands of people—but only the Census Commissioners, do you not think your commission would have been just as well qualified to make suitable selections as is the Government by the means which they have adopted?—A. I must admit that I am not acquainted with the method which the Government has adopted. I have only heard it stated here.

Q. That the members of Parliament and the defeated candidates should make the appointments—that is the old patronage system.—A. Are the commissioners now appointed by members of Parliament?

Mr. CURRIE: By the Government on the recommendation of the members of Parliament.

Mr. KENNEDY: Not the defeated candidates, only the supporters of the Government.

Mr. CURRIE: The enumerators are appointed on the recommendation of the commissioners.

*By Mr. Kennedy:*

Q. One other question, Doctor: You have pretty extensive facilities for making appointments all over the country? Do you not think that the machinery at your command would have enabled you to appoint these commissioners, who are comparatively few in number?—A. We could.

Q. With efficiency?—A. There would have been nothing impracticable about appointing the commissioners by advertisements, although there was a question of delay.

Q. I will ask you very frankly, was that recommendation to the Government that this work be taken from you done at the request of the Government, more than as a result of your opinion that it was advisable so to do?—A. No, I can conscientiously say it was not done at the request of the Government, but it emanated from a conference with Sir George Foster.



Q. You yielded to their request?—A. No, they did not make a request, as I remember it.

Q. You realized what you were doing was really a departure from the principle for which the Civil Service Commission was founded, namely the doing away with patronage?—A. I do not know how it was to be done, and did not know until I was told here.

*By Mr. Currie:*

Q. You wanted to be relieved as you had your hands full as it was?—A. That is quite true.

*By Hon. Mr. Calder:*

Q. At the time of this conference, Doctor, did you discuss the question of appointing the commissioners, and letting the commissioners appoint their deputies?—A. That point was discussed, and it looked at one time—well, that discussion practically included the commissioners and the enumerators and we came to the conclusion that it would involve so much trouble and waiting, as there were so many enumerators, and it would take up so much time that it would be better to hand over the entire appointments subject to the head office, and the department should make such arrangements as they might see fit. In fact, as a result of this conference, I had an idea that it was possible the department might decide to ask the members of Parliament to assist them in it.

Mr. THOMPSON (Yukon): It is the hour of eleven, and I think we might get through for the day.

*By Hon. Mr. Calder:*

Q. Mr. Riley referred to the machinery which you had throughout the country. What machinery have you in Alberta for making appointments?—A. For the commissioners?

Q. For anybody? What staff have you out in Alberta?—A. We have not any staff, but we have had to advertise in the Canadian Gazette for the position of commissioners alone. We have representatives in every province who are our presiding examiners at the examinations conducted in each province.

Q. That is for examination purposes?—A. Yes.

Q. To preside over examinations?—A. Yes.

Q. Do you use those people for making appointments?—A. We sometimes use them for giving early notice to those who have taken the examination.

Q. Are they on salary?—A. No. Some of them charge certain fees, and some of them are giving their services in an honorary capacity.

*By Mr. Kennedy:*

Q. Might the commission not as well have availed itself, as well as the members of Parliament regardless of party affiliations, of the right of making these appointments of the commissioners?

Mr. CURRIE: I do not think we ought to load up the record with a lot of irrelevant matter.

WITNESS: The members of the commission have to be above suspicion of being a party to appointments through patronage, and my colleagues were of the opinion that it would be better to allow them to make the appointment.

*By Mr. Kennedy:*

Q. You were under no obligation to yield to the Government?—A. Not at all.

The Committee adjourned until Thursday, May 12, 1921, at 11 o'clock a.m.

SPECIAL COMMITTEE

ON

Bill No. 122

An Act To Amend The Civil  
Service Act, 1918

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MINUTES OF PROCEEDINGS AND EVIDENCE

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No. 7.—Thursday A. M., May 12, 1921

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WITNESSES:

Mr. D. C. Scott, Deputy Minister, Indian Affairs. Page 171.

Mr. C. Camsell, Deputy Minister, Dept. of Mines. Page 191.

## EVIDENCE AND PROCEEDINGS

THURSDAY, May 12, 1921.

The Committee met at 11 o'clock a.m. Present: Messrs. Spinney (in the chair), Argue, Calder, Currie, Charters, Euler, Griesbach, Johnston, Kennedy (Glengarry), Scott, and Thompson (Yukon)—10.

Minutes were read and confirmed.

Messrs. Roche, Scott, and Camsell were in attendance.

Mr. Scott, Deputy Minister of Indian Affairs, was called, sworn, and examined by members of the Committee.

Witness retired.

Mr. Camsell, Deputy Minister, Department of Mines, was called, sworn, and was examined by members of the Committee and was discharged.

It being one o'clock p.m., the Committee adjourned till 8.30 p.m., this day.

E. K. SPINNEY,  
*Chairman.*



## MINUTES OF EVIDENCE

THURSDAY, May 12, 1921.

The Special Committee appointed to consider Bill No. 122, an Act to amend the Civil Service Act, 1918, met at 11 o'clock a.m., the Chairman, Hon. Mr. Spinney, presiding.

The CHAIRMAN: Now, gentlemen, we have a quorum, please come to order. Mr. Scott has been asked to give evidence before the Committee this morning. It is our custom necessarily to administer the oath, Mr. Scott.

Mr. DUNCAN C. SCOTT, sworn.

*By the Chairman:*

Q. You are Deputy Minister of Indian Affairs?—A. Yes.

Q. The object of your being called is to aid the Committee as far as possible in reaching conclusions in regard to Bill No. 122, an Act to amend the Civil Service Act. We would be glad if you would give us your experience in connection with the Civil Service management and operations. What number of employees have you in your department?—A. At headquarters there are about 100 clerks, and the outside service comprises about 1,000 employees of different character.

Q. What are their duties, the outside service?—A. Their duties range from those of inspectors of Indian Affairs, superintendents of Indian Affairs, Indian agents themselves, under the Indian agents, clerks, interpreters, farming instructors, teamsters, and then a large division of school teachers. Teachers of Indian schools.

Q. You may go on in your own way and give your experience and the Committee will ask you questions probably as you go on.—A. Well, the experience of my department since the appointment of the Civil Service Commission has been rather a happy one, I might say. We have co-operated with the Commission in the closest way and I have obtained good results so far as the employment particularly of our outside men is concerned, and there has been a distinct improvement in the character of the Indian agents appointed, particularly such as the farming instructors. We have been enabled to secure nearly always returned men who were qualified for those positions, and we expect to find the result in a few years of improved Indian production and an upward trend in the civilization of these people. The Commission has been considerate in acknowledging that we want a special type of man to make a successful Indian agent or a supervisor of Indians, and we have been allowed considerable latitude in the selection of these people.

*By Hon. Mr. Calder:*

Q. What do you mean by that?—A. At the same time the positions have been advertised and filled in the usual routine way.

Q. You say you have been allowed certain latitude in connection with those appointments. What do you mean by that, Mr. Scott?—A. Where we have been enabled to select a man locally and put him into the position, temporaries, the Commission has been willing to issue a temporary certificate and then the Commission allow us to try out these men. At the same time the position must be advertised under the regulations of the Commission.

Q. You are speaking of agents, are you?—A. Principally agents.

Q. How many agents have you had appointed in the last few years?—A. In the last few years.

Q. Yes?—A. I should say from ten to fifteen probably.

Q. Give me an example where you put a man in temporarily?—A. Take Hobena Agency in the northern part of Alberta, we selected a returned soldier by the name of Kirby.

Q. You selected him?—A. Yes, we found we had a good man.

*By Mr. Griesbach:*

Q. Was he in the Civil Service at the time?—A. No, he was not in our service. He was an outsider.

*By Mr. Currie:*

Q. Was he advertised for?—A. No.

Q. Who gave you the information on that?—A. Our Indian Commissioner at Regina, Mr. Graham, is on the lookout for any man and he heard of this man Kirby and Kirby came and interviewed Mr. Graham and myself, I was at Regina last year on official business, and Kirby was engaged temporarily there, that is we sent him there with the approval of the Commission.

Q. Who else recommended him?—A. Nobody else recommended him. I might say I never have had any interference from the members of Parliament or politicians generally with reference to any appointments that have been made.

*By Hon. Mr. Calder:*

Q. In that case why did you appoint a man temporarily?—A. Because we wanted to have the advantage of trying him out and seeing whether he would really qualify as an Indian agent.

Q. Don't you think that would be a good plan for all departments?—A. I know it would be for my own department. I don't want to speak of other departments.

Q. That is you would like to have the privilege of selecting your own men as you did in that case, and giving them a try-out?—A. Absolutely yes.

Q. That is quite natural?—A. You asked me what I prefer. That is what I would prefer.

Q. In that case now, you notified the Civil Service Commission of the vacancy. Do you think they could fill the vacancy if you asked them? I find that you said "No, we can select these men better than the Commission"?—A. We know what is required of them. I would prefer to select the men myself and give them a tryout. That appointment has not been completed. The position has not been advertised.

Q. How long has he been there?—A. He has been there about six months, because it was in October I was in Regina. I think the position is being advertised now.

Q. He will likely get the appointment?—A. Well, he has proved satisfactory.

Q. He will likely get it?—A. I presume so. I hope so.

Q. What is the use of advertising?—A. That is the law. The position should be advertised.

Q. You have selected the type of man you want?—A. Well, with the concurrence of the Commission. We immediately reported, of course, the vacancy and we did not take the man on without the consent of the Civil Service Commission.

*By Mr. Griesbach:*

Q. You can only take him on for thirty days?—A. The Commission may issue a six months temporary certificate.

*By Mr. Currie:*

Q. You find that system working out to your advantage, better than to advertise and let them put somebody haphazardly in there?—A. We have advertised the position from the start, that is, from the inception of filling the vacancy the position has been advertised, but those positions in the West where Indian agents have to superintend Indians, they are of great importance.

[Mr. D. C. Scott.]

*By Hon. Mr. Calder:*

Q. What do you mean by getting the right man?—A. Getting a man whose disposition, temperament and previous experience all converged towards making a successful Indian agent.

*By Mr. Griesbach:*

Q. Character?—A. Yes.

*By Hon. Mr. Calder:*

Q. Who is the best judge of that?—A. We are the best judge about the experience of the men, that is to say the man must prove his own usefulness.

Q. Do you think you can judge that better than the Commission or any board that might be set up?—A. They must receive their information from us from the actual results of this man's superintendence and administration.

Q. That would not apply to a bookkeeper on the reserve?—A. The bookkeeper's positions are not so important of course, but in connection with all those positions we have a probationary period of six months and we have a further probationary period of another six months.

Q. Does that cover book-keepers, clerks, farming instructors, and so on?—A. I think so.

Hon. Mr. ROCHE: All the permanent appointments are probationary in this case.

WITNESS: Yes. So we have a right to report such and such man is inefficient and we want to get rid of him.

*By Hon. Mr. Calder:*

Q. In so far as the Indian Agents are concerned, you think the questions of personal qualities and character enter into it to such an extent that you would prefer to choose the man yourself, is that what you mean?—A. Yes, I think that is the most valuable guarantee we have that the man selected shall be the best man for the position.

Q. That would not apply to the clerical staff also?—A. Yes.

*By Mr. Currie:*

Q. Teachers?—A. They have to have their certificates, but it does not enter into the equation so much in connection with school teachers.

*By Hon. Mr. Calder:*

Q. A teacher may have a certificate and be qualified to teach in an ordinary school where the children were English-speaking or French-speaking. Would you put a teacher into an ordinary school?—A. We have to select them by their provincial qualifications and it depends on their adaptability to the position.

Q. Do you take any notice of their special qualifications for that work?—A. After their appointment it becomes apparent whether they will make a success as Indian teachers or not.

Q. You said your present position was a more happy one than it was before? What do you mean by that?—A. I mean that under the political system we did not always get the best men for our work. We did in some cases, and members of Parliament were really observant of the special qualities required for Indian agents in our positions, but not always did we get the best men for those positions, and then it was difficult to get rid of them.

Q. Are you getting a better class of men now than formerly?—A. I think so.

Q. Is that because you, yourself, have more to say with respect to the selection of these men?—A. I would put it in the way that political appointment has been done away with and we are co-operating with the Civil Service Commission in selecting the best men we can find for the position.

[Mr. D. C. Scott.]



Q. If you had an absolutely free hand yourself with your officers in the selection of these agents for the appointment of these men would you get along as well?—A. I think so, yes. Probably just as well; but I would like of course the power of dismissal too.

Q. You have that now?—A. Well, no, I am not certain about that. I don't think we have the power.

Q. There is no question about that?—A. We have the power of dismissal?

Q. Sure. You can fire anybody in your department?—A. Can I fire an Indian Agent without an Order in Council?

Q. Not without an Order in Council, but I mean the Civil Service Commission has nothing to do with dismissals.—A. Yes, but I have not got the power as deputy minister to fire an Indian Agent.

Q. By Order in Council?—A. Yes.

Q. That would rest with yourself, your minister and the Government?—A. Yes.

*By Mr. Currie:*

Q. You think that right. It is important I suppose?—A. Yes.

Q. Section 3 of this Act would give you that power which Mr. Calder has referred to to make your own selection.—A. For certain classes of offices. It would give me the power for certain classes of officers.

Q. Of course the idea of the service here—there is no intention to interfere with that?—A. No, but it would not include the position of Indian Agent or Indian farm instructors, I take it.

Q. I think it should include that, because I think when we come to discuss that we should know what change should be made?

Q. About the grading and advancing of positions and so on, how does that work out? Would you please tell the Committee how it has been working out since it came into force?—A. I think it has been working out fairly well. I think that the Commission has been a trifle exacting with reference to regulations regarding transfer from one position to another.

Q. That is the promotion grading?—A. No, I am speaking of transfers from one agency to another. The Commission as I understand it, if there is a vacancy in a clerkship where the department cannot promote an Indian farm instructor to a clerkship, or cannot transfer one clerk from one agency to another agency, or take an agency where a position is vacant owing to death or resignations, the department cannot immediately promote a clerk who is serving at that agency, and who you think has the proper qualifications for an agent, we cannot put him into that position immediately. I think the Commission requires us to advertise amongst all the clerks in the province or in the West; that is all clerks who would be eligible for this promotion.

Q. Then what happens after that? Who makes that selection when they put in their applications? Suppose you get ten or fifteen applications?—A. We grade the applicants. Of course we are enabled to grade the applicant, who is the local man; we are enabled to grade him and he will probably get the position.

*By Hon. Mr. Calder:*

Q. Do you do that grading?—A. In the West all those applications go to the Commissioner and he after examination, or after—well, he has personal knowledge of all these men and then he is enabled to grade them.

Q. Do you have all those men and then they are all graded by your chief officers?—A. Yes.

Q. Do they come to you for approval?—A. Yes.

Q. Then you send it to the Commission?—A. Yes.

[Mr. D. C. Scott.]

Q. Then the Commission invariably accepts that grading?—A. They have so far, yes.

Q. And the man who gets the highest grading according to your methods secures the position?—A. Yes.

Q. You virtually make the appointment yourself?—A. I think so.

*By Mr. Currie:*

Q. If you have the appointing power as laid down in section 3 it would work out exactly the same?—A. I think so.

Q. And more promptly because you would not have to go through the rigmarole. The Commission has usually to concur in the promotions. They have no machinery to go outside of your department?—A. They have machinery but they have not applied it. I suppose the Commission could actually send a man to sit on the cases.

*By Hon. Mr. Calder:*

Q. Would that man have the knowledge your chief officers have?—A. I don't think he would.

Q. Why not make the appointment yourself and save all this time?—A. I would be satisfied to do that, because I might say we are all anxious to make fair promotions and get the best men into the various positions.

Q. What is the value of having the Commission if you do that?—A. It is just a sort of a vise. It is in the same position as a court to which you could submit these things and if there is any evidence of course that an injustice is being done, or that the proper men are not getting the positions, I suppose it might be said you have the Commission there as a final adjudicator.

Q. Have you any day labourers appointed?—A. No, we have no day labourers. Our lowest type of labourer is engaged by the month.

Q. What type would he be?—A. Just an ordinary type, a man to look after horses and ploughs.

Q. How are they appointed?—A. By the Commission.

Q. Are they really appointed by the Commission?—A. Well, of course, we get the Commission's final approval.

Q. You get that final approval?—A. Yes.

Q. How is the appointment actually made?—A. Of necessity it must be made by the men in the locality. We want a man, for instance, for the spring work. How can we delay in getting a man for the spring work? Spring has been passed and no ploughing done and none of the work performed.

Q. Who is your own man on the spot?—A. The Indian Agent.

Q. He has authority to go out and get them?—A. Yes.

Q. So as a matter of fact, you appoint those day labourers?—A. Yes.

Q. Does that apply to teamsters as well?—A. Yes, people of that class.

Q. Your agent actually selects the men and finally it reaches the Commission and the Commission without any question puts their stamp of approval on it?—A. That I think has been our experience.

Q. Why should you be bothered writing to the Commission about a case of that kind? Why should you not simply appoint a man and be through with it?—A. I think that would work all right, but of course the purpose of the Act was to take these appointments out of political hands, was it not?

Q. If your agent had the appointment of that man?—A. If he had absolutely the appointment, which I could approve, of course the same result would be met exactly.

Q. And you would cut out all this intermediary work?—A. But we would have to be assured of that in some way—

Q. You have been in the department how long?—A. About forty years.

[Mr. D. C. Scott.]

Q. Have you had much political interference in so far as the appointment of these teamsters and day labourers and so on are concerned?—A. No, but in the old days if I wanted men I would wire the member for the constituency. I would apply at once to the member for the constituency.

Q. If instead now your agent advised you he wanted a man for a certain purpose and you thought it was advisable he should get one, why not simply wire him and tell him to get his man?—A. That is practically what we do now. We have to do it.

Q. If the law were so arranged as to not have the Civil Service Commission deal with these lower appointments?—A. I approve of that.

*By Mr. Currie:*

Q. You approve of this first section about first aid, manual labour, and so forth?—A. Yes.

Q. You approve of that?—A. Yes.

*By Hon. Mr. Calder:*

Q. Take in your inside service here, have you any technical men at all. I mean scientific men?—A. No, not scientific men. I have a couple of architects and an engineer.

Q. What sort of an engineer?—A. Civil engineer. His duty is to build bridges, and construct roads and do work of that character.

Q. Take those two. You have two professional men who might possibly come under that section (c).—A. Yes.

Q. Do you think it would be advisable that those men should be appointed direct or appointed after competition?—A. Well, I approve of the principle of appointing those men directly by the department.

Q. Why?—A. Because I think we can get better men.

*By Mr. Currie:*

Q. You can lay your hands on the best men?—A. Yes, we know where to get the best men and we would appoint them.

*By Hon. Mr. Calder:*

Q. Then you would eliminate competition, which is at the very basis of the Civil Service Act?—A. For the technical officers and the heads of branches would you do that?

Q. What is your main reason for saying you would rather appoint direct your technical officers, and we will keep in mind only your architect or the engineer and your heads of branches?—A. Yes.

Q. Why?—A. Well, I don't think the salaries are high enough, for instance, to get a fair competition. I don't think we are offering enough for those positions.

Q. Why would you rather appoint them direct outside the question of salary?—A. It seems to me we would get better men and get a better result. I don't think competition enters really into those positions at all.

*By Mr. Currie:*

Q. As it stands now?—A. No.

Q. If you have real competition the man that would be the best would want too much money?—A. Yes, these men have to be sought out.

Q. And you have to get the best men you can for the money? A competitive test such as you state would not be to your advantage?—A. No.

*By Hon. Mr. Calder:*

Q. Name one of your branches over there?—A. The Assistant Deputy Minister of the department I think should be appointed.

Q. Who is your Assistant Deputy Minister now?—A. Mr. Maclean.

[Mr. D. C. Scott.]



Q. Supposing he resigned to-morrow do you consider it would be advisable to throw that position open to competition?—A. We might get results from that but I would be better satisfied to make the selection myself.

Q. Would that be because you think you have a better knowledge of what work that man has to do than anybody else and that you would be better able to size up the man's qualities to carry on the work?—A. That is practically it.

Q. That is, through the competitive system you might not succeed in getting the best man qualified for that work.—A. No, he would have the probationary period in which he would have a test of his qualifications.

Q. In actual practice, what is the result of that probationary period? Once a man is in six months and he is satisfactory, what is the result?—A. We have made use of that.

Q. What class of men?—A. In the farm instructors, except essentials.

Q. But if a man were appointed over there as your Assistant Deputy as a result of competition and he stayed on the job six months and he was not entirely satisfactory, would you not be inclined to think he would stay right there?—A. Well, I don't know. I think I would make a protest myself against his final employment if I found him inadequate for the job. I would have to do so.

Q. In so far as your technical men are concerned, you have two of them there and also in so far as the branches are concerned. In your opinion, would you think if those appointments were left with you, left with the department, that you would succeed in getting better men?—A. Yes.

Q. Now as regards promotions in your department, at the present time promotions are under the control of the Civil Service Commission?—A. Yes.

Q. We will take any one of your branches. Take an accounting branch. Your chief accountant resigns or dies. Somebody must fill the position. Under the present law and regulations that promotion is made by the Civil Service Commission. Do you agree with that principle?—A. I prefer to make the appointment myself.

Q. For the same reason?—A. For the same reason—I think the promotions and transfers in the department ought to be left to the department, ought to be left to the deputy minister. That is both inside and outside service.

Q. Do you think the Governor in Council should have anything to do with it?—A. It would perhaps make it more binding or more formal if the Governor in Council ratified the promotion.

Q. Do you think we should arrange our law so as to give the deputy minister full power to make those appointments without referring to the Governor in Council?—A. I think it would conduce to the better discipline in the service, throughout the service.

Q. In those cases then you think our law should be amended so as to take from the Commission the power they have in these regards, first, as to manual labourers, and second as to your agents, third as to your technical men, and fourth the head of your branches, and place all those various positions directly under the deputy minister?—A. Yes, that is my opinion. My opinion in other words is that the chief functioning of the Commissioners should be the appointment of the officers and that after that the administration of the clerical and other service of the department should be in the hands of the department. Of course, that is my personal view. I have always held that.

*By Mr. Currie:*

Q. That strengthens the discipline?—A. That strengthens the discipline of the department, and it removes from the Commission a great deal of the work that might be considered unnecessary, that is, the granting of leave and special leave and the statutory increases. At present now when I recommend a statutory increase I recommend it on a form. I send it in duplicate. It comes to the Commission and one copy comes back to me vised by the Commission.

[Mr. D. C. Scott.]

*By Hon. Mr. Calder:*

Q. If you make a recommendation for an increase in salary for one of your officers, is it ever turned down by the Commission?—A. It has not been yet.

Q. Would it likely be?—A. I don't know, I am not sure.

Q. On what grounds can you conceive it would be?—A. Well, unless there was some glaring case of favouritism on my part that might be known to the Commission, but I don't know how it could be because I must certify that the clerk is worthy and has increased his usefulness.

Q. How could the Commission ever learn that there was gross favouritism on your part?—A. I don't see for what particular reason they would turn the statutory increase down.

Q. In other words you think that in so far as annual increases to be paid to the civil servants in your department, that that is a matter that should rest with yourself?—A. Yes, leave and statutory increase. I am entirely in favour of the Civil Service Commission making the appointment in the first place with those reservations I have made. I believe it has really led to great improvement in the service.

*By Mr. Currie:*

Q. You mean the inside appointments here?—A. Yes, and the outside service too.

Q. Outside of those men you have mentioned?—A. Yes, in comparison with the old system.

*By Mr. Griesbach:*

Q. The real essence of your belief in the Commission lies in the belief that it has eliminated political patronage. That is the virtue of it.—A. That is the virtue of it, undoubtedly.

Q. That is about the only virtue?—A. That and other virtues.

Q. Following this course, there is no doubt about that, but I think that is the prime virtue. So that any departure would be logically to go back into trouble again?—A. Certainly, we don't want to go back into trouble again. That is what I emphasized. If this power is to be placed in any other place than the Civil Service Commission it must be safeguarded in the same way.

Q. If any of the classes are removed from the Civil Service Act, before they are removed you want to know just how precisely the wants are going to be met so far as political interference is concerned?—A. Yes, unless we are protected in that way. I would not want them removed without any fixity of responsibility.

*By Mr. Currie:*

Q. The responsibility rests on you?—A. I am willing to take the responsibility so far as my department is concerned, but I might say since the law is in force we have had no recommendation from politicians with reference to promotions.

*By hon. Mr. Calder:*

Q. No members of Parliament have called at your office and urged the appointment of any official?—A. Not one.

*By Mr. Currie:*

Q. You got no letters from any member?—A. No.

Q. So they behaved themselves pretty well?—A. Yes, very well indeed.

*By hon. Mr. Calder:*

Q. You say you have about 1,500 employees all told?—A. Not quite that many; 1,100 or 1,200.

Q. Do you have to carry on a very voluminous correspondence with the Civil Service Commission?—A. Yes, it is somewhat burdensome.

[Mr. D. C. Scott.]

Q. That is in connection with your appointments, transfers, increases of salary and so on?—A. Yes.

Q. And leaves of absence and all the various regulations they have? It is a pretty heavy correspondence?—A. It is certainly.

Q. Have you had to increase your staff very much?—A. No. I have not increased the staff. Probably it has caused the increase of one typewriter, but not more than that.

Q. Have the balance of your staff to put in more hours? That would seem to indicate that if you carry on a very voluminous correspondence your staff is overloaded and you may have to reduce some of them?—A. The department is very economically manned now.

Q. Take the question of increase in salaries and transfers alone and other questions of that kind, you have to correspond with the Commission?—A. Yes.

Q. And I suppose in some cases there would be a thousand letters pass between you and the Civil Service Commission?—A. There has been a voluminous correspondence and it has been very heavy and I sign every letter. I am not allowing any other officers to deal with this promotion or routine work. I sign all the letters myself.

Q. From your knowledge of the administration of public business, your knowledge of your own department, you can form a pretty good judgment as to what that would mean throughout the entire service where we have somewhere about 25,000 employees?—A. Yes, it must be very heavy.

*By Mr. Currie:*

Q. How many letters do you get from the Commission? There is the leave, granting of leave. I suppose a thousand letters detailing something in connection with the staff?—A. Every day I think I must get ten or twelve letters from the Commission in the way of forms.

Q. So that this 25,000 of a service will run up to about a million letters a year?—A. That refers to other departments. I don't know anything about that. But still the correspondence has been handled without a very large increase in the staff and by competent people that I have there, and I have given it my personal supervision. I have no complaint to make about that. I am trying to work the Act.

Q. How many employees have you in your department in the Civil Service, Mr. Roche.

Hon. Mr. ROCHE: The major portion of them are temporaries. We have in the neighbourhood of 200 employees, that is including temporary and permanent.

Q. That has increased over the number you had prior to the Act coming into force? How many had you previously?

Hon. Mr. ROCHE: It was confined to the inside service before. Then we had less than twenty.

Q. If the Civil Service Commission has found it necessary under the Act to increase their staff from 20 to 200, there must be a corresponding increase in the departments to take care of all that business?—A. In the other departments.

Q. Yes?—A. Oh, yes.

Q. If they found it necessary to add 180 it would mean a corresponding increase outside the Commission; the operation of this law has added 360 to the service?—A. I could not say that.

Q. No?—A. And it takes quite a lot of inducement to get me to add a clerk to the service. I think one of the courses of the service is the case with which positions are created and filled. As soon as one man gets appointed to the service he wants to appoint some other man. That is the whole curse of the service.

[Mr. D. C. Scott.]



Q. How about the appointments in Ottawa, the inside service. What percentage of people get into your department here, say from Toronto, Brantford, Calgary or Edmonton?—A. A very small percentage. We have had a few outsiders.

Q. How do you ever manage to get them?—A. The Civil Service Commission sends them to us.

Q. They are generally returned soldiers?—A. I have a few returned soldiers in the office.

Q. Reverting to returned soldiers, how many returned soldiers had the Commission to send you as compared with civilians?—A. I could not say that because they have filled the positions of stenographers and extra clerks.

*By Hon. Mr. Calder:*

Q. Do you find any trouble over your classification?—A. There are certain glaring outstanding cases that I think were classified too low.

Q. Would you like to have a whack at that classification yourself?—A. I am fairly well satisfied with the classification with the exception of two or three positions that I think are unclassified.

Q. It is rather an objection in regard to salaries fixed?—A. Yes.

Q. Is your classification too fine? Have you too many classes and all that sort of thing?—A. Not exactly that, because our work was so peculiar, because we had to really indicate the classifications ourselves, that is, the classes into which those people should go; that is the Indian agents. In the first place inspectors, then Indian agents, as you went down the grade they were all fairly well defined. There was very little hair-splitting in our department.

Q. Do you think the Governor in Council should have power to revise that classification so far as your department is concerned?—A. Well, he would not have very much to do.

*By Mr. Currie:*

Q. You have not got very many special cases. You know in some departments they try to get special salary and that forms a special class. I understand in a certain department they have a man studying the Einstein theory of relativity?—A. We have nothing to do yet with the Einstein theory.

Q. You said something about the patronage system. You were recommended under that system?—A. Yes.

Q. Who appointed you to that position?—A. I think it was Sir John Macdonald, when I was a youth. It is an outstanding case in which patronage has been successful.

Q. Do you know of several instances in the service in your department down there that are sufferers from being appointed?—A. My assistant deputy was appointed by Alexander Mackenzie.

Q. And did that old stonecutter exercise good judgment?—A. Yes, he was a good man too.

Q. Come along the line now.—A. We know there were some excellent appointments, of course, under the political system and some bad appointments. The worst feature of that was that we could not get rid of the men that were appointed in that way. The power that appointed them kept them there.

*By Mr. Griesbach:*

Q. Unless the government changed?—A. Yes, and of course when the Government changed the man's politics might have changed.

*By Mr. Currie:*

Q. Did you ever hear tell of where there were no dismissals at all in the department under that system?—A. No.

[Mr. D. C. Scott.]

Q. Supposing an Indian agent started to cut up and get drunk, would he not be decapitated at once?—A. No, not at once. We would just give him lots of rope, give him a chance to improve.

Q. You cannot do that now. You exercise no power to dismiss now?—A. We exercise power to dismiss now, oh, yes. We have the probationary system, but there is not the same inducement to keep the men in office, that is to say the political influence being eliminated the Governor in Council is not going to exercise it; at least I don't imagine he is going to exercise it. I think if I was to report to my minister to-morrow that such and such a man is drunk and incompetent he would immediately fire him. There is no question about it.

*By Hon. Mr. Calder:*

Q. Would he not inquire as to what his politics were first, before he would do that?—A. I don't know what he would do.

Q. Do you think ministers are different to-day from what they were fifteen years ago?—A. If he felt he had no political responsibility for the appointment, I don't think he would extend it over the dismissal. That is only my opinion. It is not worth very much.

*By Mr. Euler:*

Q. You have mentioned certain classes of officers in your department whose appointment you would like to see taken out of the hands of the Commission. You qualified this statement by saying that if that were done the appointment would have to be safeguarded in some way from the abuses that existed prior to 1918. If this present Bill passes does this Bill provide for those safeguards you have in mind?—A. I don't think it does.

Q. So if this Bill passes the abuses of the whole system may possibly come back again, in so far as those appointments you have mentioned are concerned.—A. There is a danger there, but one reason which leads me to think that those lower positions in the service ought to be appointed, is the loss of time that ensues. If I want a man in a lower position, a constable or a labourer, I want him right away.

*By the Chairman:*

Q. If you thought under the old system an appointment under the patronage system was given to an incompetent person, would you make an effort to get rid of him?—A. Yes.

Q. Would you find any opposition on the part of the member who recommended that man to prevent you from doing so?—A. Not in the last extreme, but that man would have all the advantages that might be accorded to his position. He would not be dismissed as a matter of course. It would be a matter of debate, and he would be given every opportunity to improve.

Q. There is no member of Parliament who would compel you to keep on these men who are undesirable and inefficient?—A. Very frequently there was very strong pressure to keep men in the service.

*By Mr. Currie:*

Q. Is he not given the same opportunities now to reform. I mean a fellow got on a drunk; you would not fire him?—A. Yes. I think if an Indian agent got drunk that would be the end of him.

Q. What about the second rating. Take a man that went off on a holiday to Hull. What would you do with him?—A. We would fire him. We have not had any cases of that kind.

*By the Chairman:*

Q. Have you any further questions to ask Mr. Scott?

[Mr. D. C. Scott.]

*By Mr. Currie:*

Q. About the returned soldier? You have to deal with a number of cases I suppose of that kind?—A. Yes.

Q. What do you think about a returned soldier being on the Commission? There is a complaint made that there is no returned soldier on the Commission to look after them there?—A. The Commission is guided by the law, which is explicit in the matter and there is always a returned soldier a member of the Board. I don't think it is necessary to have a returned soldier on the Commission.

Q. In the choosing of appointees, don't you think a returned soldier would be a benefit to his fellow appointees if he were on that Board?—A. As I say there is always a returned soldier a member of the Board. These men look after the interests of the returned soldier there particularly, I assure you.

*By Hon. Mr. Calder:*

Q. Have you had any chief officer appointed recently, any important officer appointed?—A. No, we are just on the verge of advertising for an important officer.

Q. But you have not had one as yet?—A. No.

*By Mr. Currie:*

Q. How long have you been under this regime? Were you classified right away?—A. It took the usual time. We had to wait with the others and take our turn.

Q. How long is it since you are completely classified?—A. I think about six months.

Q. Is the general effect of this re-classification to reduce salaries in your department?—A. No, I think there has been an upward tendency.

Q. What per cent?—A. I did not work it out in percentages.

Q. That is the public purse. You had to be increased as a result of all this re-classification to what extent? Say 10 or 15 per cent?—A. I would say 10 per cent were properly increased, because our staff was in some respects ridiculously underpaid. Consider paying an Indian agent in British Columbia \$1,300 a year, which was what we were paying before the re-classification.

Q. What does he get now?—A. I think \$1,900.

Q. What does he get in addition to that?—A. Some get a free house and allowance in addition to that.

Q. Do they get the produce of the farm?—A. No, they can get the produce themselves. There is the land for it.

Q. Is the land provided?—A. No, not necessarily provided.

*By Mr. Griesbach:*

Q. Does he get rations?—A. No, not in British Columbia.

Q. Why?—A. Because the agencies in British Columbia are not so remote perhaps as the agencies in the Northwest; I mean remote from civilization and we never had the ration system in British Columbia. It was never established there and we don't want to establish it now.

*By Mr. Currie:*

Q. Have you had any interference with the so-called unions in the city in your so-called promotions?—A. No.

Q. Have they made any representations to the Civil Service Commission of any kind?—A. No. They just had the general literature expressing their opinions, but they have not attempted to influence the heads of the department.

Q. They have not tried to intimidate the department at all?—A. No. All I wanted to say was, we have had close co-operation between the Commission and the department. We have endeavoured to do everything to carry out the Act and we have been

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met by the Commission in a very friendly spirit and the result has been an improvement in our service. I wish to say that, and there is no intention on my part of recommending that we should in any way go back to what is called political patronage.

Q. You don't want the Commission dismissed?—A. No; certainly not. I want the Commission improved, and all these recommendations of mine I consider are in line of actual improvement and in the interest of the Commission as well as the department; that is to say, if the Commission had this power of appointment and had no power to interfere in the internal administration of the department after a man is appointed. I think it would be a great benefit all round.

*By the Chairman:*

Q. You would be relieved of a lot of work?—A. We would be relieved of a lot of work, because I give a statutory increase. If my minister wishes to sanction that, well and good, but I don't think the certainty of doing justice or injustice is heightened or diminished by getting the Commission to vise that and the same way with leave and all the administration of the department.

*By Mr. Currie:*

Q. You have read this Bill? Is there anything that you can see that is objectionable of that? It is really in line with what you suggested.—A. Hardly that because I said we must have some protection. If the Parliament of Canada wishes to pass that Bill and go back to the system that would follow that, of course I have nothing to say. I would administer the Bill.

Q. How would you take the suggestion of sending some of the suggested amendments to the Bill. Put them in writing?—A. I would have to get the suggestions of my law officers because I would not be competent to do it.

Q. I guess that will do, Mr. Chairman.

The CHAIRMAN: Now, Dr. Roche, have you any questions to ask?

*By Hon. Mr. Roche:*

Q. In regard to temporary appointment to those positions you spoke about in the field: when you requisition the Civil Service Commission to the effect that there is a vacancy and you would like the vacancy filled under the Act and Regulations, you have the power now of getting a competent temporary employee?—A. Yes, for one month, and for an additional month, and then the Commission may issue a temporary certificate, I think.

*By Mr. Currie:*

Q. In any emergency case you can put on any employees for thirty days without a certificate?—A. Yes.

Q. But you must communicate first to the Commission?—A. No, not in connection with those temporary appointments.

*By Hon. Mr. Roche:*

Q. If it is over thirty days you communicate with the Commission. Then the Commission under the law and regulations is entitled to issue a temporary certificate for six months?—A. Yes.

Q. Which if it is necessary in the public interest may be extended for another six months?—A. Yes.

Q. So that if you ask originally to have this position filled permanently and it took, say, two or three months to get a good competent man, you would rather have a little delay for the sake of getting a good man when the public interest is not being injured by reason of the fact you already have a permanent man?—A. No, but we have taken care to select a temporary man before we put him in there. That

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is what I thought to make clear, not that I advance that as any argument against the Commission. I don't want that understood at all. That is a sort of criticism but not proof.

Q. You mentioned one agent, Hobema, that you put on temporarily?—A. Yes.

Q. The certificate was issued for six months by the Commission?—A. Yes.

Q. In the meantime you had requisitioned for that position to be made permanent. It is now being advertised?—A. I believe so. It has been or will be.

Q. When the time will expire for receiving applications you will be requested to either come yourself or to be represented at the Commission?—A. Yes.

Q. For the purpose of making a selection from those who have applied?—A. Yes.

Q. And the Commission will have to be convinced that the man who is temporarily on the job is the best man before they will appoint him permanently?—A. Yes. and of course our six months and our year's experience is the most valuable index as to whether the man is or is not a proper man to be employed.

Q. Supposing that man had been on the job temporarily and we summoned you to appear before the Board to consider applications on their merits for a permanent appointment and we grade such and such a man; John Smith is the best applicant. He is put on the job. You have then under the Act the power to dismiss that man within a period of six months if his services are not satisfactory?—A. Yes.

Q. So then you have the power of trying him out?—A. Yes.

Q. After he is permanent?—A. Yes.

Q. If you are not convinced at the end of six months whether he is going to make good or not you have the privilege of asking for the extension of another six months?—A. Yes.

Mr. THOMPSON (Yukon): That is a year altogether.

Hon. Mr. ROCHE: Yes. So we have the option under the Act of having that probationary period extended a year before asking us to make that permanent certificate.

*By Hon. Mr. Calder:*

Q. On that point, so we can clear it up if you are going to branch off on another question: there is a good deal of talk, Mr. Scott, in Government circles here, in the case that is described by the Doctor, you might as well have no competition at all. Why advertise for other people to send in applications? You have gone out and selected the best man you could according to your knowledge of the whole situation, and according to the knowledge and qualifications of this man. You put him in on probation for the approval of the Commission for six months, and then you go to work and ask other fellows to send in applications for that job. The statement that is made repeatedly in and out of Parliament is that that should not be done, because that man has that job cinched and he is going to get it. It is only camouflage asking other people to send in applications.—A. There is that argument. It is conceivable however that even a better man might apply. I don't think it is inconceivable that a better man might not apply.

Q. What sort of a man would that be, a man whose qualifications you didn't know anything about? Here is another man who has been on the job for six months and he has all the training and he is the man you have selected. That is one of the main criticisms about the Commission and its working of this law, that is, that men come in temporarily and the job is cinched for them and that all these advertisements are merely camouflage. What have you to say to that?

Hon. Mr. ROCHE: In your department, Mr. Stead, the publicity agent, we refused to pass upon him until the position was advertised and he finally did win out.

Hon. Mr. CALDER: We were just on the change. Mr. Scott has given us the same evidence that in so far as keymen are in charge of branches in your department

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you have to go out and seek these men carefully; those are the men who are going to be responsible for the administration of public business and I doubt very much the advisability of putting those appointments up for competition. Now Mr. Cory with myself searched the whole of Canada to get a man with the qualifications we thought would fill that position. We were weeks at it trying to get the right kind of a man. I say that appointment was made just on your undertaking the work. We started to make our inquiries before you had this work on your hands, if I am not mistaken.

Hon. Mr. ROCHE: That is the case that Mr. Hocken referred to originally, and that Mr. Maclean defended the Commission against.

Mr. CURRIE: You are giving this Committee the impression that Mr. Calder had been interfering with the appointment.

Hon. Mr. CALDER: This was early when the Commission has started its work. I had made my inquiries together with Mr. Cory and I saw a good many people.

Mr. CURRIE: We have had a good many people in here who have told us that neither minister or member have interfered with the appointment and I don't think it is very well to bring up a case of this kind.

Hon. Mr. CALDER: I don't object in the slightest.

Mr. CURRIE: I don't think it is fair.

Hon. Mr. ROCHE: The temporary appointments are only made for our own protection. That is something we have been trying to insist upon——

Hon. Mr. CALDER: I am not personally objecting to what was done in this case here if under your law and regulations you could work these things out so that this man who was selected by Mr. Scott would get that job without in a sense, shall I say, deceiving other people. Deception is probably too strong a word. It is not that. You are simply carrying out the law but in the meantime the department has put a man in there and I can quite conceive their desire to try him out. But on the other hand that man who has gone in and spent the time has a cinch on the job, which the others have not.

Hon. Mr. ROCHE: Not always.

Hon. Mr. CALDER: I can quite conceive where there may be persons——

Hon. Mr. ROCHE: We informed the department that by putting a man on temporarily, his experience on that job is not going to be taken into consideration in making the appointment.

Mr. CURRIE: In how many cases?

Hon. Mr. ROCHE: In every instance we insist.

Mr. CURRIE: How many cases can you show this Committee? In how many cases have you gone beyond and taken another one outside the one who has had the temporary appointment?

Hon. Mr. ROCHE: I don't know how many cases but we have had it.

Mr. CURRIE: How many?

Hon. Mr. ROCHE: I particularly remember one case where the member for Kingston protested strongly because we did not keep the man who had been put on temporarily. We said he was not giving satisfaction. He said: "What is the use of putting your man on when he has been giving satisfaction?" The Commission there came in for condemnation by a member of Parliament for doing the very thing Mr. Calder said was not right. He was put on by the local authorities.

Mr. CURRIE: In what percentage of cases have you gone where you have had a man on temporarily and the right man was tried and the deputy minister said he had all the recommendations? In how many cases out of the total have you passed over the men chosen and taken people answering so-called advertisements?

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Hon. Mr. ROCHE: We have never passed over a man on a job unless we considered his apponent was a far better man.

Mr. CURRIE: How many times have you passed over on the whole? Can you bring those figures to the Committee on some cases?

Hon. Mr. ROCHE: I can get them, yes.

Mr. CURRIE: You will bring the number of appointments and the men who hold the appointments with the approval and recommendation of the Minister, who are passed over and somebody as a result of the so-called advertisement was given the position.

Hon. Mr. CALDER: That is in the entire service?

Mr. CURRIE: Let us take one department. How many cases would come under that category?

Hon. Mr. ROCHE: I don't know how long it would take.

Hon. Mr. CALDER: It would take a long time to go through the entire service for the last few years.

Mr. CURRIE: What percentage in general terms would you say? We will get that as a return from the House?

Hon. Mr. ROCHE: Where there are so many thousands of appointments it is impossible for me to charge my department—

Hon. Mr. CALDER: How would it do to get two departments?

Mr. CURRIE: All right, you name the departments.

Hon. Mr. CALDER: Take the Interior Department and the Agricultural Department.

Hon. Mr. ROCHE: The point I wish to emphasize is that the department in putting men on temporarily does not consider the experience gained by a man in that temporary position.

Mr. GRIESBACH: Why should not the man profit by his experience?

WITNESS: He has profited by the chance he had to prove he had a capacity.

Hon. Mr. ROCHE: His qualifications will be compared with his opponent's qualifications minus the six months he had on the job.

Mr. KENNEDY: Do you think it is necessary to go beyond the head of the department? For instance, Mr. Scott selects a man temporarily for that position. As Mr. Calder stated, in the nature of things the time will come for a permanent appointment. In almost every case the gentleman selected by the head of the department gets the appointment. I think it must be admitted that other applicants, to say the least, are handicapped in applying for the position. Do you think it is really necessary to go beyond the head of the department? You say in practically every case you took his recommendation.

Hon. Mr. ROCHE: Mr. Johnston does go beyond that. It goes back to the former method of employment before this Act came into force. Now Mr. Scott admits the former method of application was through the members of Parliament.

Mr. KENNEDY: If it were confined to the head of the department to make that appointment without any political interference, would not that cover the same ground?

Hon. Mr. CALDER: Do you mean the deputy head or the head?

Mr. KENNEDY: The deputy head would make the recommendation, I suppose. The Governor in Council may not confirm it.

Hon. Mr. CALDER: Would that make it obligatory on the Governor in Council to confirm any recommendations?

Mr. KENNEDY: As far as I am personally concerned I am satisfied myself I think we would get more efficient men by leaving it to the deputy heads.

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*By Hon. Mr. Roche:*

Q. Mr. Scott, as an illustration: Mr. Calder asked you if your assistant deputy ministership should become vacant to-morrow would you be in favour of throwing that open to competition, or would you be in favour of you naming his successor. You would prefer to name his successor. As a matter of fact would it not be the very first question the Commission would act upon, being notified there was someone on your staff eligible for promotion, if you had such men you would fill the vacancy by promotion and not by competition?—A. My view on that is consistent, because I want to take the promotions out of the hands of the Commission entirely, because one includes the other.

Hon. Mr. ROCHE: The Commission would not advise throwing it open to competition.

Mr. CURRIE: Suppose you had another Commission they might.

Hon. Mr. ROCHE: No, we always ask the deputy if there is somebody eligible for promotion.

*By Hon. Mr. Calder:*

Q. Which system do you think the civil servants themselves would approve, promotion made on your recommendation or made by yourself, or promotion made by the Commission?—A. Well, it is rather difficult to answer that question because I cannot gauge the feeling of the service, but I think my own department would be perfectly willing to abide by my decision. In fact there is very little friction or criticism in the department with reference to the administration by the heads of the offices.

*By Mr. Currie:*

Q. Just one question on that point. The impression I think of the garden variety of politicians was that all promotions in the service now being under the Civil Service Commission are naturally competitive the same as they are in England, by competitive examination. Is that so?—A. The regulations of the Commission show that I think it is a competitive system.

Q. It works out entirely on the recommendations, does it not?—A. The recommendations have a great deal to do with it.

Q. Have you any competitive examinations?—A. I don't think we have had any promotions in the inside service where there has been competition.

Q. You have not had?—A. No, I don't think so.

Q. Have you had any promotions?—A. No, not since classification.

Q. Suppose you had some promotions to make to-morrow, what would the procedure be?—A. The Commission, I think, can inform you as to that. That is, there would be a competitive examination.

Q. They don't say so. They say they take the advice of the deputy head or the assistant, and they may not necessarily have an examination of a written character. I think I am right there, Doctor.

Hon. Mr. ROCHE: We always have competitive examinations, not necessarily written.

WITNESS: The purpose of competition is the underlying principle of promotion.

*By Mr. Currie:*

Q. But the person that is recommended on favourably gets the position.

WITNESS: I have not had any experience in that. I could not tell.

*By Hon. Mr. Roche:*

Q. You also referred to the fact that the promotion of the assistants should be left to the department, to yourself entirely. The existing regulations provide, Mr.

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Scott, do they not, that suppose you wish to make a transfer within your own department in Ottawa you can transfer men around from one branch to the other without coming to the Commission?—A. Yes.

Q. And it is only where a transfer involves a change of residence that you require the approval of the Commission, the precaution being that if a transfer was made from Battleford to Prince Albert you might be doing an injustice to a person who is eligible for promotion to that vacancy on the Prince Albert staff, bringing in a man from Battleford. It was a precaution provided in our regulations that the Commission had to approve because of irritation being caused in the past by transfer being made of that nature.—A. It seems that matter is cut down to too fine a point. For instance, if I want to transfer a clerk or promote a clerk to an agency, that the position is thrown open to all the clerks who might be available for that position, and then my Indian Commissioner at Regina is asked to rate those clerks, to give them a rating. It is a sort of obscure matter. He finds it extremely difficult to understand what the form means, although he wishes to understand what the expression weight means and values. He has graded other men; what he will try to do is to appraise the man whom he wants to get the position so much higher or just a sufficient degree higher than the next man to get the position.

*By Hon. Mr. Calder:*

Q. In other words, he in a sense disregards the scheme of grading altogether, or rather he will mark that grading in favour of the man he thinks should get the job. He will arrange his marking so that that man will get the job.—A. My recommendation, as I told you, is that the promotions and transfers ought to be in the hands of the department.

Q. Inside and outside?—A. Inside and outside. Of course I support the Commission in its position in administering the Act, and I have done everything to support it, but I think their usefulness would be immensely improved by cutting off all the internal administration of the department. Let us provide for promotions, annual increases, statutory leave and everything else.

*By Mr. Currie:*

Q. Have you got the printed form that is sent out to grade those people?—A. I have not one by me, but you might have one brought up.

Q. Are there such forms?—A. Yes, they are typewritten or mimeographed forms.

*By Hon. Mr. Calder:*

Q. Would you send us one, Mr. Scott?—A. Yes, and I would like to show you an example of how—

*By Mr. Currie:*

Q. Has every individual in your department got to be reported on by his superior privately each year?—A. No, only as a vacancy arises.

*By Hon. Mr. Calder:*

Q. Is this a copy of it? (referring to document)?—A. I think this has been used too, but I think there is a little different form with reference to some of our outside offices in which there is a line here for—

Q. This is the form for the inside office, is it?—A. I think I have them on the files perhaps, the ratings, or efficiency ratings which are sent to my outside officer, to my Indian Commissioner in Regina, Mr. W. M. Graham, in this very case which we are dealing with now. I don't think that is the same form.

Q. "Efficiency rating for promotional competitions: Facts to be considered: (A) Quality and quantity of work; carefulness, steadiness, industry, willingness, application to duty (B) resourcefulness; intelligence; adaptability to new conditions; initiative; ability to carry out instructions. (C) General knowledge of work of branch of

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department; ability to fill higher position (D) Courtesy, tact, willingness to co-operate; conduct in relation to superiors; tact in dealing with subordinates (E) Ability to accept entire responsibility; good judgment; ability to plan and produce work, to instruct and direct others; fairness towards assistants. (F) Physical fitness, regularity and punctuality in attendance. Now the rate to be given for each of these, A, B, C, D, E and F, are 'Very good; average; fair or poor.' I presume the person who is to fill this out must decide in the case of each of these factors what the rating would be, and I would judge from what you stated Mr. Scott that Mr. Graham, your Indian Commissioner at Regina, would see to it that he put in the words "Very good" "Above average" "Fair" or "Poor," in such a way that he would make certain when this reached the department that the man he had in mind would get the job?—A. I think he must do so, because previously he has decided who should get the job, and who the best man is for the job. That is what we are aiming at. That is the reason I want to take promotions and transfers out of the Commission.

Q. You would take the shortest cut. You would go and say to Mr. Graham "Go out and get your man, recommend him to me and we will appoint him"?—A. Yes, "and give me your reasons why you should appoint him," because I think it is always necessary there should be control.

*By Hon. Mr. Roche:*

Q. You mentioned about annual increase and leave of absence? Annual increases are given just the same as they have been for many, many years before the present jurisdiction was extended to the outside service, with this exception, that before it was negative, now it is positive. Everybody got their annual increases before unless they were reported against?—A. Yes.

Q. Now they have to be reported on favourably?—A. Yes.

Q. So that you really don't object to that system?—A. I don't object to them being reported on positively? No, because always there was the idea in my mind or in the mind of the deputy that the man was worthy of it because I stopped the statutory increases myself.

Q. Previously, they were recommended and approved by the Minister and passed by Order in Council?—A. That is the old system. I might say I think we ought to have the power of making it ourselves. The tendency was to take away from the Commission that extra work. That is the work of the internal administration of the department.

Q. That is the only objection you have to it?—A. Yes. I don't think the Commissioners should have mixed up with that at all, it adds to their work materially.

Q. In regard to leave of absence, the statute provides holiday leave?—A. Yes.

Q. Then the sick leave is prescribed by regulations. It is entirely in the hands of the deputy?—A. Yes.

Q. So that it is only where the leave is special it requires the approval of the Commission?—A. Yes. My view there is to draw a line and to express to the Committee my view that the appointments should be in the hands of the Commission and I don't want to run in any sense to political patronage, because this system works for the good of the service, but beyond that the internal administration of the department ought to be left to the departments; promotions and transfers.

Q. You have admitted that you have not required any additions to your staff by reason of the present system, except possibly one typewriter?—A. No, that is quite true.

Q. I am sorry Mr. Calder has gone out, because he rather implied that there would be a corresponding increase in the other departments?—A. I can only speak of my own department. It would not be proper for me to give evidence in that regard.

[Mr. D. C. Scott.]

*By the Chairman:*

Q. It would be considerably more work on your employees that you have in the service?—A. I have simply made a re-arrangement of the work.

Mr. CURRIE: Have you any other witness for the morning?

The CHAIRMAN: Yes, there is another one present, I think.

*By Hon. Mr. Roche:*

Q. Just another question Mr. Scott, in regard to the returned soldier question. Every time that there is a position advertised and for which a returned soldier applicant or applicants, when you are summoned over to sit on the Board with the Commission there is always a representative of the returned soldiers?—A. Yes, there has always been.

Mr. CURRIE: The difficulty with the returned soldier is that there is only a small percentage of them, the Great War Veterans. I am a member of the Great War Veterans and I don't want to reflect at all. The Great War Veterans have a candidate and there may be half a dozen candidates, the Great War Veterans is only one of about six organizations.

Hon. Mr. ROCHE: We have always found the representatives of the returned soldiers to have acted on our board very very impartially.

Mr. CURRIE: I might say the impression amongst the returned soldiers who are not members of this organization is that they have no chance at all when an application comes down here, because they are met at all corners by representatives of the Great War Veterans or some other organization on the Board, and that they have got a candidate. I am glad to know that is not the case.

WITNESS: My experience is different from that. I think the Great War Veterans, their representative on the Board, fights strenuously for the returned men, even obstructively sometimes without any reference to whether they are members of any organization at all, but they simply are returned soldiers, and that is our idea too. We always give them the preference.

*By Hon. Mr. Calder:*

Q. Taking the work of the Commission as a whole, Mr. Scott, I understand from your evidence generally that you are well satisfied that the Commission has endeavoured to discharge the duties cast upon them to the very best of their ability. Do you think we threw too much work on them?—A. Yes, I think the Act was too wide in its powers.

Q. Too wide?—A. Yes, entirely.

Q. You think it is too wide in its powers for the reasons you have already stated?—A. Yes.

Q. But in addition to that from your knowledge of the administration of public business and the character of the work that Parliament threw on the Commission is it your judgment that Parliament asked them to undertake too big a job in a short time?—A. I think so, yes. I think it was a superhuman task.

Q. If there has been mistakes, and all that sort of thing, it is not because of the desire on the part of the Commission not to do the right thing, but it is simply because it is trying to do almost an impossible thing?—A. Yes, in so far as we are concerned, they have made comparatively few mistakes. That is to say we have co-operated, and I think it has worked out in the best interest of the service, and I think, repeating my evidence—I think the Commission must be weary of it now—

Q. Not at all?—A. Now I think promotions and transfers, that is the internal administration of the department ought to be left to the department.

Q. Would that relieve the Commission of a good deal of this work?—A. I think so.

Q. Work of a minor character?—A. Yes.

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Q. And would it relieve the department of a good deal of anxiety, many delays and disturbance in the administration of the department, and all that sort of thing?—A. It would to a great extent, with reference to seasonal appointments and the appointments from the lower grade of the service.

Q. What do you mean by lower grades of the service, day labourers and that sort of thing?—A. Yes.

Q. You would not include any of your clerical staff in that?—A. No, I mean the people we have to pick up as a matter of course.

Witness retired.

Mr. CHARLES CAMSELL, sworn.

*By the Chairman:*

Q. You are connected with the Mines Department?—A. Yes.

Q. In what capacity?—A. Deputy minister.

*By Mr. Calder:*

Q. How long?—A. Eleven months.

Q. Not a very long experience in handling civil servants?—A. Not very long in that position, no. I have been in the civil service for sixteen years.

Q. In the Mines Department?—A. In the Department of Mines, yes.

*By Mr. Currie:*

Q. You were a civil servant yourself?—A. Yes.

Q. Who did you succeed?—A. R. B. McConnell.

Q. Who did he succeed?—A. W. R. Brock.

Q. Who did he succeed?—A. A. T. Low.

Q. You have been in that department of the Government, have you not?—A. Yes.

*By the Chairman:*

Q. How many employees have you in your department?—A. We have about 275 from year to year.

Q. In and out?—A. Yes. And seasonal employees there are about 200 during the summer months.

*By Hon. Mr. Calder:*

Q. What do you class as a seasonal employee in your department?—A. Employees whom we engage in our survey parties in various parts of the country.

Q. Geological surveys?—A. All kinds of surveys, topographical and biological.

Q. What would you have to do with biology?—A. We have in our museum staff biologists, botanists, ornithologists, as well as ethnologists.

Q. What are your own qualifications? Where did you get your degree?—A. Originally from Manitoba University and later at Queen's, the Institute of Technology and at Harvard.

Q. You took a special course in geology and the allied subjects?—A. Yes.

*By Mr. Currie:*

Q. I don't think the Committee quite understands you having so many specialists on your staff. You send exploratory parties all over Canada and you send these specialists so they cover the ground of the territory. They go through almost all the branches of science?—A. Yes, in a great many branches of science.

[Mr. C. Camsell.]



Q. This all may be of benefit to the country. We want to know what our resources are.—A. The Department of Mines was formed out of the original Geological Survey which was called, first of all, the Geological Natural History Survey of Canada and included all natural history subjects.

Q. It was under Dr. Dawson?—A. Yes, and predecessor.

Q. His predecessors were whom?—A. Dr. Selwyn, and the original one was Sir William Logan.

*By Mr. Calder:*

Q. Who is your chief assistant?—A. The Director of the Geological Survey at present.

Q. You are deputy minister?—A. Yes.

Q. Who is your man immediately under you in the administration of your department, in so far as that is concerned?—A. I have only a technical secretary and two stenographers?

Q. What is his name?—A. Bolton.

Q. Is he a university graduate?—A. Yes, he is also.

Q. He has taken training along the same lines as you yourself have?—A. More in the line of mining engineering than of biology.

Q. How did you get your appointment? Through the Commission?—A. From Mr. Meighen. When I was in Vancouver last June and came down here and was appointed by him.

Q. Suppose your chief man died to-morrow, how do you think his successor should be appointed?—A. If my chief man died to-morrow I should certainly prefer that the appointment should be made by myself.

Q. Why?—A. Because I feel that I have perhaps better knowledge of the merits and the fitness of an individual to occupy that position than the Commission.

Q. You have a number of branches in your department?—A. We have two main branches, the Biological Branch and the Mines Branch, and five smaller divisions.

Q. Give me the name of one of your small divisions?—A. Explosives division.

Q. Supposing he died to-morrow and you wanted to have a man appointed as his successor, would you prefer to have that in your hands or appointed by the Commission?—A. I should certainly prefer to have that appointment in my hands, that is on account of the way the present appointee was placed there.

Q. You would prefer to have it in your hands?—A. Yes.

Q. That would apply to all branches?—A. Yes.

Q. When you get below that, your inside staff, I dare say your outside staff to a large extent is composed of men of scientific training, essentially so in your department. Would you prefer that all those men should be appointed in the same way?—A. Yes, the technical, scientific men.

Q. And there are altogether more than 50 per cent of the staff of the Department of Mines composed of scientific men. You would prefer to have the right to look over the field throughout Canada and select the technical men you must depend upon to carry on your work?—A. That is the way it was done previous to coming into effect of the present Act and to my knowledge it worked satisfactorily.

Q. Why should not the Commission continue as they are now and appoint these men? Can they not do it just as well?—A. They hold competitive examinations.

Q. These men send in their applications; they go over all those and they set examinations and all that sort of thing and give everybody a chance and finally they select the best man in their judgment. Why can they not do that as well as you?—A. Because I feel it is a question of merit to my mind who should occupy the position. I feel that I and the responsible officers under me are in a better position to determine the merits than the Civil Service Commission.

[Mr. C. Camsell.]

Q. But the Civil Service Commission will go out and get a leading scientific man from the Toronto University, another from Queen's, another from Montreal, and they will put all those applications before them; those are all trained men, scientific men high up in their calling, why not leave it to the Commission instead of to yourself?—A. Because they have no responsibility after the appointment is made. To my mind there is nobody has as great a desire to establish efficiency in the department as the deputy minister.

*By Mr. Currie:*

Q. He has to work with those men?—A. Yes, and those men have to be selected so they will work together.

Q. What stress do you put on the question of personal qualities and character in connection with those positions?—A. There is just the point. I think the Commission would be perfectly competent to establish merit as far as technical qualifications are concerned, but I don't think these are all that should be considered in making any appointment.

Q. To your higher positions?—A. The character and personality should be taken into consideration also, and there is where I think the department or the deputy minister is in a better position than the Commission to determine those two qualifications.

Q. Why? You want an ordinary geologist, one of your field men. You want a man of that class. Why are you in better position to judge the personal qualities and character than the Commission?—A. Well, I will tell you our plan of selecting geologists and the plan we have followed for a good many years, for twelve years anyway; the field from which we can recruit geologists is limited; the result is we have to train our own men for those positions by taking them on in the summer months on the field parties. At the end of the season the chief of that particular party makes a report to the Director of the Geological Survey on the work of the technical assistants he has with him. If they are not satisfactory they are thrown out. At least they never employ them again. The following summer the same man is placed with another individual in another part of the country. At the end of that season he was reported on by another man, and so during his whole career. The result was that ten or twelve years ago we started out with only fifty or sixty assistants. We gradually eliminated that number until we got down to half a dozen. It takes years to find that out. Universities do not turn out trained geologists. They have to be trained elsewhere to fill the positions you want them for.

Q. Have you a case of that kind where the man was appointed in the last two years?—A. Yes, I think eight.

Q. Name one?—A. J. D. Mackenzie.

Q. How long had he been with you previously?—A. I think about seven years.

Q. What followed?—A. The advertisement was prepared in accordance with the regulations and posted and distributed and these individuals applied.

Q. How many applied in that case?—A. There were eight applied; eight appointments made. I think it was seven or eight, something like that.

Q. Had those eight been previously in your department?—A. They had all previously been taking some training we had laid out for them.

Q. Supposing there had been fifteen applied instead of eight, some outsiders, what would have happened?—A. We may have had more men appointed who did not have the qualifications desired.

Q. According to the evidence submitted to us so far from the different departments, they have been called in in a consultative way?—A. Yes.

Q. I imagine you would make strong recommendations in favour of those eight men who had previously been in your employ?—A. We certainly would.

Q. And the chances are those eight men would have been appointed?—A. Yes.

[Mr. C. Camsell.]

Q. That is what you think would have happened?—A. Yes.

Q. You cannot be sure of it?—A. No.

Q. Why advertise and have those other fellows send in applications? You have it settled. You know you would prefer to have those appointments in your hands?—A. Yes.

Q. You say you have 200 temporaries, men taken on for seasonal work?—A. Yes.

Q. They are just taken on for the season to help your chief men out in the field?—A. Yes, approximately that number. There are probably sixty or seventy of those would be technical assistants, canoe men, trackers and camp helpers.

Q. Do you think you should bother the Civil Service Commission with some man to paddle a canoe? I think the Civil Service Commission has probably something better to do than to make those appointments?—A. Yes.

Q. The same way with packers and camp helpers?—A. Yes.

Q. It would be far better to leave your men in the field to make their own selection?—A. I think so.

Q. But the politician comes in and he says "I want John Jones to be appointed canoe man for this party".—A. I have never had any interference on the part of politicians.

Q. You have been in the field yourself how many years?—A. Sixteen years up to last year.

Q. In the field?—A. Yes.

Q. And you have had canoe men, packers and camp help to appoint?—A. Yes.

Q. Did any politicians interfere with you?—A. No.

Q. You always went out and got your own men?—A. I always did that.

Q. You think that privilege should be granted to your field men now?—A. I think so.

Q. You have read this Act?—A. Yes.

Q. Is there anything there you disapprove of by looking it over? The evidence you have just given is to a large extent confirmation of this, professional, scientific and technical officers; the appointment of these men should be taken from under the Civil Service and left with the Department. That is the intention of this Act?—A. Yes.

Q. Is there anything else you would suggest in addition to that? We have had several suggestions that other classes should be added to that. Your work comes under class A, that is packers, outside manual labourers?—A. That is the class that is included in there.

Q. You cannot send down to the Commission if a canoe man gets sick at the head waters of the Moose. You could not send down to the Commission to get a canoe man?

Hon. Mr. CALDER: I cannot quite hear.

*By Mr. Currie:*

Q. Does that class A cover sufficiently in your mind where you want to have the appointment yourself?—A. It covers manual labourers.

Q. That would come under clause C, professional, scientific and technical officers? That would cover them?—A. Yes.

Q. That would come under clause C?—A. Yes.

Q. So these two clauses apply to you, and that would leave your hands free?—A. Yes.

Q. Are there any of the other clauses that you have read wherein you would suggest any changes, promotions, etc.

*By Hon. Mr. Calder:*

Q. You were present during Mr. Scott's evidence?—A. I was.

[Mr. C. Camsell.]



Q. You heard him make the statement to this effect, that he thinks it would be better for the Commission and better for the department that if the internal arrangements of those departments were left entirely with the department, for instance, he mentioned transfers from one branch to the other within the department, transfers, promotions, all questions of leave of absence, the annual increases in salaries, and other things of that class. Do you agree with his evidence in that respect?—A. To a very large extent. I think it would be conducive to better discipline in the department if that were done. I heard his evidence in the case of leave of absence. I don't think there is any particular necessity for removing the privilege of granting leave of absence from the Commission. I have never had any difficulty in that connection; as a matter of fact I have never had any difficulty in any connection with the Commission.

Q. Let me understand why. I have just a minute or two. John Smith, a book-keeper in your department, wants leave of absence for a week; must he apply to the Commission for that leave of absence?—A. No, I should not think so.

Q. You would have power?—A. Yes, at present I have power.

Q. Where does the Commission interfere with the leaves of absence other than to make regulations for the entire service approved by the Governor in Council?—A. They don't interfere in any case; that is why I say I don't see why leave of absence should be withdrawn from the Commission.

Q. All you do, doctor, is to make regulations?

Hon. Dr. ROCHE: We have certain leaves of absence provided for.

*By Hon. Mr. Calder:*

Q. As regards transfers and promotions and increases of salary for your staff? Do you think these matters should be left to the department?—A. Transfers within the department I think should be left with the department also.

Q. And promotions?—A. Promotions, yes.

Q. Would that apply both to your clerical staff and your technical staff?—A. It should certainly apply to the technical staff. I have no hesitation in making that statement.

Q. So far as the clerical staff is concerned, you would not worry so much over that?—A. No, I would not worry so much about that.

Q. As regards increases in salaries?—A. As regards increases in salaries, as far as technical men are concerned, that I think should be in the hands of the department also.

Q. Take in the case of a book-keeper, or your chief filing clerk in your department, it comes to the end of the year and it has to be decided whether or not that man should get a \$60 increase and the other man a \$100 increase, who should determine that?—A. I should say the responsible officers of the department should do so.

Q. If the Civil Service Commission asked you, you would send in your recommendation and it would be adopted?—A. I say these things should all be done subject to the recommendation of the deputy head of the department.

Q. He in turn would depend upon his responsible officers?—A. Yes. That to my mind is placing the responsibility where it belongs.

Q. What is to be gained after you and your departmental officers have decided John Smith should get an increase of \$60? What is to be gained by sending that to the Commission and having the Commission put their stamp of approval on it? You are only increasing their work.

Hon. Mr. ROCHE: Making the Commission the goat.

Hon. Mr. CALDER: I think we will have to have Mr. Camsell back.

Witness retired.

Committee adjourned at 8.30 o'clock p.m.















SPECIAL COMMITTEE

ON

Bill No. 122

An Act To Amend The Civil  
Service Act, 1918

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MINUTES OF PROCEEDINGS AND EVIDENCE

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No. 8—Thursday, p.m., May 12, 1921.

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WITNESSES:

Mr. C. Camsell,—Examination,—*Continued.* Page 197.

Mr. R. R. Farrow, Deputy Min. of Customs and Excise, Page 205.

**SPECIAL COMMITTEE ON BILL NO. 122, AN ACT TO AMEND  
THE CIVIL SERVICE ACT, 1918**

THURSDAY May 12, 1921.

The Committee met at 8.30 p.m. *Present*: Messrs. Spinney (in the chair), Calder, Dechene, Currie, Euler, Griesbach, Johnston, Kennedy (Glengarry), Charters, and Thompson (Yukon).—11.

Messrs. Roche, Camsell and Farrow were in attendance.

Mr. Camsell was recalled and further examined. Witness retired.

Mr. Farrow, deputy-minister, Customs and Inland Revenue, was called, sworn and examined, and ordered to produce certain information concerning his department for the use of the Committee.

Ordered, that the Clerk of the Committee procure from the various departments a complete statement of all appointments, temporary or permanent, made therein, within the past two years; such statement to include the place of residence of each appointee during the last three months immediately preceding appointment.

The Committee adjourned at 11 o'clock p.m. till to-morrow at 11 o'clock a.m. Gen. W. S. Hughes, Supt. of Penitentiaries, Department of Justice, to be then called and examined.

Attest.

E. K. SPINNEY,  
*Chairman.*

## MINUTES OF EVIDENCE

THURSDAY, May 12, 1921.

At 8.30 p.m. the Committee resumed.

The CHAIRMAN: Gentlemen, we will please come to order. I think we have a quorum here. We have some correspondence to deal with, a few letters here. I would suggest that they be submitted to the sub-Committee. I believe Mr. Calder is the Chairman of that Committee, and if it is your wish we will hand the letters over to be dealt with by the sub-Committee.

Mr. C. CAMSELL was recalled.

The CHAIRMAN: I am not sure if the members of the Committee desired to ask any further questions of this witness. Gentlemen, have you any questions to ask? General Griesbach, have you any further questions?

General GRIESBACH: He has already been examined?

The CHAIRMAN: He was only partially examined. He was only on for fifteen minutes at the close this morning. We closed at one o'clock.

Mr. GRIESBACH: Did you examine him, Mr. Calder?

Mr. CALDER: Yes, I think so. Did we take up the question of promotions in your department?

The WITNESS: You mean this morning? Did I take up the question of promotions?

*By the Hon. Mr. Calder:*

Q. Yes?—A. We mentioned them, I know.

Q. Then we went over that in connection with the internal administration of your department as described by the previous witness, and you pretty well agreed with him with the exception of one or two matters—I have forgotten what they were now.

Mr. THOMPSON (Yukon): Unfortunately for me, I could not be here this morning, I would like to ask a few questions for myself, and I hope I will not detain the Committee if they have had his answers. First, with regard to the technical men. I am fairly well acquainted with that branch—

Hon. Mr. CALDER: He went over that very thoroughly this morning with regard to the technical men and also with regard to the field men. He covered the ground very well.

Mr. THOMPSON (Yukon): Well, Mr. Camsell, the department at least could be divided more easily than the staff of almost any other minister, because they are either technical men or camp followers, so to speak. I fancy a small clerical staff, too, but it is a much smaller clerical staff than any other department. How about the functioning of the Commission with regard to getting the scientific men in summer as camp men?

Hon. Mr. CALDER: He took the ground that all those should be appointed directly by the department, that is the camp men, the new men, and the packers, and men of that kind. He was in the field himself for something like sixteen years, and in the



old days he always appointed the men himself—like clerical men, and there was never any interference by any member of Parliament at all. He always got the men he wanted.

MR. THOMPSON (Yukon) There was some question or discussion last night with relation to the list of answers to questions which was submitted, and a report regarding which Mr. Camsell placed before the Committee. Do you recall that?

HON. MR. CALDER: I wonder if that is here. Do you know, Mr. Secretary. You said the other day it was downstairs.

CLERK OF THE COMMITTEE: Yes, it is downstairs. I have only received two of them so far.

MR. THOMPSON (Yukon): It was in his own report that we found out how long it took to appoint the scientific men and the temporary men. There was some question last night that came up in connection with that. I do not remember what it was.

*By Hon. Mr. Calder:*

Q. Do you remember what it was, Mr. Camsell?—A. Yes.

Q. If I remember rightly, you said that in your permanent men it took an average of something like 70 odd days?—A. That was the figure, as I remember.

Q. Have you got a copy of your report here?—A. I do not think I have. Yes, here it is. 80 permanent appointments, 76 days; 19 temporary appointments, 17.9 days.

Q. Those temporaries would be of what class, do you recall?—A. Of all classes; that is to say, scientific as well as clerical.

Q. That would not apply to field men?—A. No. That applies to men who were appointed temporarily in the office.

Q. Have you any of what you would call "part time" men; that is men who do not devote their entire time to the service? I am not speaking of seasonal employees, but you take men like some meteorological surveyors, who spend a little time in the morning and a little time in the evening, and put in the balance of the day at some other occupation?—A. Oh, we have none. All our men are employed on full time.

Q. Or seasonal?—A. Or seasonal.

*By Mr. Thompson (Yukon):*

Q. If I may be permitted to ask one or two questions, Mr. Chairman—

THE CHAIRMAN: Certainly.

MR. THOMPSON (Yukon) Mr. Scott, in testifying this morning, as I remember it, said that he would like to have left with the departmental administration all questions touching upon promotions, transfers, and statutory allowances—

HON. MR. CALDER: Statutory increases.

MR. GRIESBACH: Not transfers.

HON. MR. CALDER: Yes, transfers within the department.

MR. THOMPSON (Yukon): Transfers within the department.

MR. GRIESBACH: I understood him to say his own transfers.

MR. THOMPSON (Yukon): Oh yes, he would like to have left with his own department, and taken from the Civil Service—

HON. MR. CALDER: Mr. Camsell agrees with that view.

MR. THOMPSON (Yukon): He agrees with Mr. Scott?

HON. MR. CALDER: I think the only thing Mr. Camsell left out were leaves of absence.

WITNESS: Yes.

[Mr. C. Camsell.]

*By Hon. Mr. Calder:*

Q. Because that is dealt with by the Civil Service Commission they do not bother with it outside of making the recommendations, except where a Deputy Minister asks for something outside of the regulations, and then the Commission deal with it?

Dr. ROCHE: Yes, that is it.

Mr. THOMPSON (Yukon): That strikes me as a very important contribution to this testimony. In due time I would like to ask Dr. Roche for an answer to that question; not now, necessarily.

The CHAIRMAN: Dr. Roche, have you any desire to ask a few questions?

Dr. ROCHE: Just a question or two.

*By Dr. Roche:*

Q. Mr. Camsell, in regard to the length of time it took to fill these permanent appointments, had you any men discharging the duties of these positions while they were being advertised, or were they new positions?—A. They were vacancies we had—well, I cannot make a general statement covering all of them, but there were some vacancies that had been vacancies for some time before asking for the filling of those positions. There was a certain clerical position that had just become vacant when we asked for the filling of it.

Q. Do you know how many of those positions, to which you refer, had been vacant before you asked the Commission to fill them?—A. In some cases, probably for two or three months.

Q. Well, this delay in filling these permanent vacancies by the Commission, in going through the necessary procedure—did it inconvenience you at all?—A. No, it did not, because the important positions were being filled at the time temporarily by men who afterwards occupied the positions permanently. The delay took place in arranging for the advertising of the positions in the—

Q. Classifications?—A. Classifications.

Q. I think that is it?—A. Yes, it was the classification.

Q. Getting the suitable classifications?—A. Yes.

Q. The original classification was not satisfactory?—A. Yes.

Q. And there was an appeal against the classification?—A. Yes.

Q. And it took some time to settle the classification and that is what occasioned the delay?—A. Yes.

Dr. ROCHE: Some time, I might point out, Mr. Calder, that the delay in classification should be shared by the Government, because we often sent to the Governor in Council for approval, which we must do—before advertising a position—and sometimes it is a few weeks before they are returned to us.

Hon. Mr. CALDER: Yes, I can quite understand that. The department itself may object to the classification, and an appeal would go in, and they would all have to go down and make a recommendation, and that must go to the Governor in Council for approval, and there may be some delay there.

*By Dr. Roche:*

Q. Are you aware as to whether or not the geologists, technical and scientific men in the Federal service of the United States are selected in open competition or not?—A. No, I do not know, I cannot answer that question.

Q. I have evidence before me to show that they are selected through the Civil Service Commission. In connection with promotions, since you have been there as a deputy, you have had some promotions?—A. Yes, we have had some promotions.

Q. There was no complaint in connection with the procedure, was there?—A. I must say that I had no reason to complain against the Commission, because I realized that both the Commission and myself are endeavouring to do the best we can under

[Mr. C. Camsell.]

the Act, and the suggestions that I have made were simply made with the object of seeing whether or not the conditions could be improved, and greater efficiency obtained.

Q. In connection with the promotions in your department, did the department approve of all the promotions the Commission made?—A. Yes, we have had no unsatisfactory appointments since I have been there.

Q. Neither appointments nor promotions?—A. No, that is stated in my report.

Q. You stated you thought you could get a better man by going out and getting a scientific man, than the Commission could do? Do you think it would take very long for you to go out and hunt up a satisfactory or suitable scientific geologist and do it more quickly and satisfactorily than under the procedure of the Commission?—

A. I think we could, because our practice has been to have a number of recruits on hand and a number of men training for permanent positions as geologists to the department, and then when you want them, they are readily obtainable, and whenever we are ready to make an appointment we could appoint one of those men, if the power of appointment were in the hands of the department.

Q. There would be nothing, however, to prevent these same gentlemen applying at the same time as others would apply?—A. No.

Q. And taking their chances on their merits with others?—A. No.

Q. And of course if you managed to get some others with greater experience you would prefer them to those whom you had trained?—A. Certainly. The procedure that was adopted in one particular case, that is to say in the vacancy of the Director of the Geological Survey, was that the Commission appointed an advisory board consisting of four men familiar with the department, and with the individuals eligible for promotion—

*By Hon. Mr. Calder:*

Q. Who were these four men?—A. Mr. McConnell, the former Deputy; Dr. Bancroft, Professor of Geology at McGill University, Professor McKay, of Queen's University, formerly on the staff of the Department of Mines—

*By Mr. Thompson:*

Q. What is his position at Queen's?—A. Metallurgy. And Mr. J. A. Dresser, formerly on the staff of the Geological Survey. The selection was made by these four men.

*By Hon. Mr. Calder:*

Q. Three of whom had previously been departmental officials?—A. Yes.

Q. And one of whom had been a deputy for years?—A. Yes. And all of them were familiar with the individuals eligible for promotion to the position.

Q. Supposing they had taken a professor from Manitoba College, and another man from Dalhousie, and another at Toronto, none of whom had ever been near the department?—A. That would not have been satisfactory, but, fortunately the relations between myself and the Commission have been very satisfactory so that the Commission submitted to me a list of names for my approval.

Q. In other words, you get along very happily with the Commission, and the Commission follow your advice?

MR. GRIESBACH: That is what they all say.

HON. MR. CALDER: That is practically what he said.

DR. ROCHE: I have no other questions to ask the witness.

HON. MR. CALDER: I want to ask another question in connection with a point the doctor has raised.

[Mr. C. Cammell.]



*By Hon. Mr. Calder:*

Q. You at some particular point said there was no harm done by the delay because the man was put on the job?—A. No, because the man was appointed.

*By Mr. Griesbach:*

Q. Subsequently appointed?—A. Subsequently appointed to the position on the temporary staff. That is, he was on the temporary staff at the time.

*By Hon. Mr. Calder:*

Q. You put him on the temporary staff?—A. He was put on in the regular way by the Commission.

Q. By the Commission?—A. Yes.

Q. At your suggestion?—A. Yes.

Q. Without competition?—A. Without competition.

Q. You went out and got the man and said: "This is only temporary for the time being and I want this man appointed". And they said: "All right." They said: "Go ahead."—A. I think that was the way, but they were on before I came in.

*By Mr. Griesbach:*

Q. Let me understand that. This man was on your staff prior to the vacancy occurring? Do I understand you to say that?

Hon. Mr. CALDER: Well, no.

The WITNESS: He was on the temporary staff as a temporary assistant geologist.

*By Mr. Griesbach:*

Q. At the time the vacancy took place?—A. Yes.

Q. Mr. Calder suggested that you went out and got this man. I understood that on the very day the vacancy took place, at the time, there was a man in your employ—I do not care whether he was permanent or temporary—and thereupon you put him on to discharge the duties formerly discharged by the man whose passing created the vacancy?—A. Yes.

Q. Then the Commission tinkered up the whole business, as it turned out, and he got the job?—A. Yes.

Q. And you make no complaint on the score of delay because the man who actually got the position was the man who was functioning in that position from the day the vacancy was created?—A. Yes.

*By Hon. Mr. Calder:*

Q. How many other applications were there, when you came to fill it permanently?—A. You are speaking of all geologists?

Q. No, just one. You said in answer to the doctor—A. That was one of the eight.

Q. We discussed that this morning. The whole eight got in?—A. We advertised for eight positions, and there were eight applications, and the whole eight were put on the staff.

Q. The whole eight were put on temporarily?—A. Yes.

*By Mr. Euler:*

Q. Is it your experience that when men are appointed temporarily they usually get the position permanently?—A. Usually, but not always.

*By Hon. Mr. Calder:*

Q. Can you give us an illustration in your department where a man has not got a permanent appointment?—A. I think I explained our position this morning, that

[Mr. C. Camsell.]

would answer that question. In regard to the selection of our geologists: they are appointed temporarily on our summer staff for probably five, sometimes six, years.

Q. We got all that very fully this morning, Mr. Camsell, but can you give me one illustration in your department where a man has been appointed to a position temporarily, and did not eventually get the permanent appointment?—A. Not since I have been in my position as deputy minister.

Q. Though you would modify your evidence in that respect. You said: "Not always." In your case, they have always got them?—A. Always.

Mr. THOMPSON (Yukon): Mr. Chairman, the word "temporary," as Mr. Camsell uses it, is not used in the same sense as we would use the word "temporary" in connection with the Commission.

Dr. ROCHE: That is not right.

Mr. THOMPSON (Yukon): He uses the word "temporary" with respect to some of these temporary men that were on the staff for portions of the year for the last five or six years.

The WITNESS: On the summer staff—some of them were not.

*By Hon. Mr. Calder:*

Q. They are seasonal employees.

Mr. THOMPSON (Yukon): They are really seasonal employees, as we understand the term. He uses the term to apply to men who were in training during the summer months, and probably spent the winter in some university.

The WITNESS: Yes.

*By Mr. Euler:*

Q. What I understand is that where a vacancy occurred you put a man on temporarily, immediately?—A. Yes.

Q. At once?—A. Yes.

Q. Is it the case that that man ultimately becomes a permanent occupant of that position? When the appointment is made after the competitive examination and all the rest of it by the Civil Service Commission, is it your experience that the man you put on temporarily ultimately becomes the permanent holder of the position?—A. I cannot recall a case during my tenure of office, which only covers the last eleven months.

*By Mr. Thompson (Yukon):*

Q. How do you get these men, whom you call "temporary geologists"? For instance, those two men you sent to the Yukon last year with the Colfield, but who came home in time to go to the universities. How do you arrange to get these men in summer?—A. How are they selected in the first place?

Q. No, how do you arrange with the Commission, or do you have to go to the Commission and get the Commission's consent?—A. Yes, we have to go to the Commission, but first of all—

Q. You send a chief, a man who is chief of the party—Dr. Colfield, for instance?—A. Yes.

Q. That is what you did last summer?—A. Yes.

Q. With him were two student geologists who came home from the Yukon in time to go to their respective universities? They are what you call both "temporary employees"?—A. Yes.

Q. You will be doing the same thing this summer?—A. Yes.

Q. How do you get these student geologists?—A. We send to the various universities in Canada application forms which are in the hands of the professors of geology and mining. For years we have been asking professors to recommend some

[Mr. C. Camsell.]

of their most promising students to make their applications on these forms for positions on the summer staff of the Geological Survey. These applications come in, and while we might have 70 or 80 positions to fill, we will probably get from 150 to 200 applications. These are arranged and a selected list is made up and that submitted to the Civil Service Commission for approval. The Commission gives its approval to a certain number and arranges the number in sequence, so that the men are selected in sequence.

Q. For each season?—A. For each season, yes.

*By Hon. Mr. Calder:*

Q. Do the Commission admit a board for arranging that sequence?

Dr. ROCHE: No; our own examining board does that, but the applications are filed with the Commission, and we get the eligible list, and it is from this list that the temporaries are appointed.

*By Mr. Thompson (Yukon):*

Q. Can you assign them for the summer?

Mr. ROCHE: Oh, yes.

*By the Chairman:*

Q. Mr. Camsell, when a vacancy should occur in a remote section like that, and your chief official resigns, or a vacancy occurs in that way, and you had not a man to put on temporarily, what would happen then? I mean on the spot?—A. We would have to do without one.

Q. Ordinarily, you would have to send them out from here?—A. If the party were accessible another man would be sent from here out.

Q. Temporarily?—A. Yes.

Q. I was wondering what would happen in the event of a vacancy occurring that the position had to be filled and a delay would be caused by your having to consult the Civil Service Commission to make that appointment?—A. The chief of the party would have to get in touch with the office in Ottawa here, and the next name on the list—the approved list—would be sent out to him. That is, provided that individual were within easy reach of that country.

*By Mr. Thompson (Yukon):*

Q. Then you have practically no delay at all in securing these——

Hon. Mr. CALDER: Seasonal geologists.

Mr. THOMPSON (Yukon): Seasonal geologists, yes.

*By Mr. Thompson (Yukon):*

Q. Is that what you wish to say, that the Commission does not cause you any delay?—A. No; the difficulty that we have had during the last two years is that our sequence is disarranged; the sequence in which we would like to employ these men is not the sequence which the Civil Service Commission places them in.

*By Hon. Mr. Calder:*

Q. The Civil Service Commission makes out a list of those eligible young men?—A. We submit a list to them.

Q. After they get it, they rearrange the list as they think best?—A. Yes.

Q. And they say you must select these men in that order?—A. Yes.

Q. What position are they in to judge as to the order in which those men should be appointed as compared with yourself?—A. As I understand it, a rearrangement is made so that all returned soldiers are placed at the top of the list.

[Mr. C. Camsell.]



Q. Do you think it is advisable?—A. It does not give us always the most satisfactory men.

Q. Is that the only change they make in your list, putting the soldiers all at the top?—A. Yes, I think that is the only change that is made.

Q. So that in every other respect the list is as arranged by yourself?—A. Yes.

Q. You said, Mr. Camsell, that you had no reason to complain, or make any complaint as regards either the appointments or promotions, since you have been in charge of the department?—A. Yes, that is quite true. I have never worked under any other system.

Q. Is that because your recommendations both as regards appointments and promotions have been followed by the Commission?—A. I have not made any recommendations.

*By Mr. Euler:*

Q. Not for promotions?—A. Not for promotions.

*By Hon. Mr. Calder:*

Q. Just one moment. Now, you have just told us that you have. You have just told us, for example, that as regards the seasonal employees you correspond and get a list of all these names, and you then arrange it, and you hand it to the Commission, and the Commission sees that the soldiers are put at the top, but otherwise your suggestions are all carried out.—A. These are for seasonal appointments. But for promotions—I was thinking of promotions, Mr. Euler, promotions in the permanent staff. There is where we are not permitted to make any recommendations.

Q. You have not made any recommendations at all?—A. No.

Q. Are you consulted at all? Let us get down to a concrete case——

Mr. FORAN: Perhaps, Mr. Camsell, you might tell of the appointment of the head of the Geological Survey.

The WITNESS: I did.

*By Hon. Mr. Calder:*

Q. The unfortunate thing there was there were three men out of four who were already in the department, had longer experience in the department. Let us have the case of one promotion in your department?—A. That is the only case of promotion I can think of at the moment.

Q. Have you had any promotions in your clerical staff at all, filing clerk, accountant, bookkeeper, anybody at all?—A. I cannot recall any, but I am sure there must be some.

Q. You have not much to be satisfied with so far as promotions are concerned, if you have not had any, so when you are satisfied with all the promotions made in your department you are not saying much, because you have not had any?—A. That is the only one I can think of.

Q. So far as appointments are concerned, from the evidence you have given so far, in so far as your technical men are concerned, professional employees your suggestion has been followed in every case?—A. Yes.

Q. In so far as all your seasonal employees are concerned that has been left with your men in the field. They have made their recommendations and the Commission has simply accepted your recommendations, your packers, your camp men, your canoe men, and so on; the recommendations are accepted and the Commission appoint them?—A. They simply issue a certificate.

Q. We can quite understand under those circumstances why you should not have any cause to complain?—A. There are probably 40 or 50 vacancies in the staff now. There are only one or two that I have hesitated to ask the Commission to certify because I was perhaps a little bit afraid that perhaps the proper selection to my mind would not be made.

[Mr. C. Camsell.]

Q. Those are technical men?—A. Yes.

Q. You would like them to be selected properly?—A. Yes.

Q. And you think you are the best judge as to how they should be selected?—A. Yes.

Q. That was the tenor of the evidence we had this morning from Mr. Camsell.

The CHAIRMAN: Any further questions to ask? We are much obliged for your attendance.

Witness retired.

Mr. ROBINSON RUSSELL FARROW, sworn.

*By the Chairman:*

Q. You are the Deputy Minister of Customs and Inland Revenue are you not?—A. Yes.

Q. How long have you occupied that position?—A. Practically two years.

Q. You were in the service before in the department your are Deputy Minister of now?—A. Yes.

Q. How many employees have you under your jurisdiction?

*By Mr. Griesbach:*

Q. How many years have you been in the service?—A. Forty.

*By Hon. Mr. Calder:*

Q. How old are you?—A. In my 58th year.

The CHAIRMAN: You are well preserved.

Hon. Mr. CALDER: I thought you must have got in when you were about five.

WITNESS: In the inside and outside service of the department there are 4,125 employees.

Q. How many inside at Ottawa, roughly?—A. 313 who are paid from what we call the inside vote. We have in addition to that 75 to 100 men who are paid from the outside vote. Which will come in in the administrative staff when we get it all consolidated, so I think practically we will have about 400 men at Ottawa.

Q. What is the character of the work performed by your outside service?—A. It is varied. The principal duties are the collection of customs duties, excise duties and excise taxes.

*By the Chairman:*

Q. You have preventive officers?—A. Yes, preventive officers engaged in the prevention of smuggling.

Q. Your men are engaged in collecting taxes on the Budget now?—A. Yes, and on the luxury tax, tobaccos.

*By Hon. Mr. Calder:*

Q. Match tax and other taxes?—A. Yes, and taxes are also collected by the customs officers at places where there are no inland revenue officers, the customs men look after that.

Q. Have you any scientific men in your office?—A. Very few.

Q. I mean what you call technical men?—A. One or two. I suppose you would call the textile expert and the chemist and analyst technical men.

[Mr. Robinson Russell Farrow]

Q. You would have how many of those in your department?—A. We have one chief analyst, two analysts and two chemists.

Q. These men are engaged in passing judgment on articles coming into the country?—A. Analyzing articles to determine the proper rate of duty.

Q. Sugar, for instance?—A. It is done now by young ladies.

Q. Take in the case of petroleum, is that an important test?—A. It is done at the port.

Q. Liquor, and so on?—A. That is done at the ports.

Q. You train men very quickly for that?—A. Yes.

Q. They are not highly scientific men?—A. No, I would not regard them as specialists, except the men in charge of distilling, perhaps.

*By the Chairman:*

Q. You have what are termed appraisers at all the important points in the offices throughout Canada?—A. Yes.

*By Hon. Mr. Calder:*

Q. The Bill proposes that professional men should be appointed by the Governor in Council, not by the Commission. Have you any men of that class that you think should be appointed by the Governor in Council?—A. That is in the technical class.

Q. Yes, professional, technical and scientific; expert men?—A. The number of officers as I say are limited in our department.

Q. Suppose your textile man disappeared tomorrow?—A. He has disappeared.

Q. Not through any bad cause. He has disappeared?—A. No, he resigned.

Q. You must apply to the Commission to have the position filled?—A. We have applied to the Commission and the position is advertised.

Q. Would you rather have the power to appoint that man yourself than to depend upon the Commission to fill it?—A. In regard to that I might say when I sent the application to the Civil Service Commission to fill this requisition, I suggested to them that they avail themselves of the knowledge, or the services rather of the former occupant of the position to examine applicants.

Q. That means then that the former occupant of the office will practically make the appointment?—A. I would rather Dr. Roche would answer that.

Hon. Mr. ROCHE: He would set the examination.

*By Mr. Euler:*

Q. Do you feel that you yourself would be better qualified to make the appointment or selection? Had you any such thought in your mind?—A. For one thing I would not have time to examine the applicant nor to determine which was the better qualified. I am too busy a man to do that.

Q. Do you say you rather prefer the Commission would do it?—A. I think I would.

*By Hon. Mr. Calder:*

Q. Is that because you are deluged with work at the present time, as a result of the new Budget?—A. Partially.

Q. If it were five months from now and the vacancy occurred would you have a little more time to deal with it yourself personally?—A. I don't know, I am sure.

Q. At any rate you have not very many of that class in your service?—A. No.

Q. Have you many sessional employees?—A. Very Few.

Q. Have you many part-time employees?—A. Yes, quite a few.

Q. You have a large number?—A. Yes, a large number.

Q. What are they called?—A. They are called customs patrol officers under the new classification.

Q. What average salary will those men get?—A. \$300 a year.

[Mr. Robinson Russell Farrow.]



Q. And they only give part of the time to your service?—A. Part of the time.

Q. We hear some people talk about outpost men, is that the expression?—A. Outpost.

Q. What does that man do?—A. Instead of the title of collector of customs he is called a sub-collector of customs, that is, he is not what we call the chief port. He does not remit his collections to Ottawa; he remits to the chief port. Take in this section, Ottawa as the chief port, there will be about eight or nine outposts under Ottawa.

Q. Where is one of these?—A. Carleton Place up here.

Q. Who is your outpost man there?—A. The present sub-collector is Mr. Cliff.

Q. What is his salary?—A. His maximum salary under the classification would be \$1,560 a year.

Q. That is probably not one of the best examples?—A. No.

Q. Give me another one in this Ottawa district where the man won't draw more than \$300 or 400 a year?—A. There is a customs office at Grenville.

Q. What salary would he get?—A. About \$200 a year.

Q. What part of his time will be given to your service?—A. That is difficult for me to say. His duties are to accept reports of vessels, that is all.

*By Mr. Griesbach:*

Q. Of what?—A. Vessels.

*By the Chairman:*

Q. And clear vessels?—A. Yes.

Q. How many vessels would he clear in a day?—A. It is pretty difficult to say that in regard to Grenville. I could tell you more perhaps in regard to Nova Scotia ports where the majority of these officers are; that is where they are principally.

Q. Take your man at Grenville there, what occupation has he, do you know?—A. I don't know; he may be a farmer.

*By Hon. Mr. Calder:*

Q. He gets \$200 a year?—A. Yes.

Q. Do you think that sort of an appointment should be made by the Commission?—A. No, I don't think appointments of that character should be. I think those perhaps had properly be made by the department, part time officers.

Q. Why do you think they should be made by the department?—A. I think we might perhaps get a little quicker action and perhaps get just as good men as the Commission would.

*By Mr. Euler:*

Q. How would you get them?—A. By having them examined by our inspectors.

Q. How would you get in touch with them in the first place?—A. I presume that they know the position was vacant and they would apply to the department for it.

*By Hon. Mr. Calder:*

Q. Whenever a vacancy occurs you never have much difficulty in getting applications?—A. We get lots of applications.

*By Mr. Euler:*

Q. Would you think in this case it would be a good idea to apply to the member or the defeated candidate to supply men?—A. I don't think I should be called upon to state anything in regard to that procedure. I hardly think that is a question which a deputy minister should answer.

Q. Do you think in that way you would get good men?—A. I would not like to answer that question either.

[Mr. Robinson Russell Farrow.]

*By Hon. Mr. Calder:*

Q. Do you get any better class of men in the average than you did under the old system?—A. You are speaking generally of the service.

Q. Yes?—A. Yes.

Q. You say you are getting a better class of men than you did before all around?—A. Yes.

Q. Do you know what plan the Commission adopts? Supposing there was a vacancy at Grenville, how would they get a man down there at \$200? Do you know their procedure?—A. No, I am not concerned in that.

Q. You wait until the man comes along?—A. That is right.

Q. Have your assistants anything to do with the Commission at all?—A. No.

Q. We had evidence yesterday from Dr. Coulter and Mr. Coolican regarding field positions where men will get \$100, \$200 or \$300 a year. They send the inspector out and the inspector gets in touch with people in that district. Do your inspectors interfere with the work of the Commission in that regard?—A. I do that after the man is appointed.

Q. But you don't limit your inspectors to the requirements of the Commission?—A. After a man is appointed I send a man down to look him over to see whether he is competent and his character is good, because we have a period within six months when I can reject. I want to know what he is. That is the procedure generally followed.

Q. Take your outpost men. You gave us an example of where one of those men got \$1,500 a year and another where he got \$200.—A. Yes.

Q. Would you draw any line among them or make a comparison? You might make the appointment and leave the balance to the Commission. Take a customs officer and officers at limited outpost. What is the range of salary?—A. The maximum salary of a collector of customs at a limited outpost is \$900 a year. That is the salary fixed by the Commission in the classification. Then there is the patrol officer preventing smuggling.

Q. You think all that class might be appointed reasonably?—A. I would think so.

*By Mr. Euler:*

Q. Do you remember when that class of employees was appointed under the old system. Have you knowledge of that?—A. Yes.

Q. Were the appointments good?—A. Some.

Q. Were they as good as under the present system, would you state?—A. Well, I hardly think so, for this reason, under the present Civil Service Act there is the age limited for appointment 35 years. There was no age limit for a preventive officer under the old Act and we might get a man sixty-five instead of thirty-five.

*By Hon. Mr. Calder:*

Q. If the law was changed in that respect and the man could not be appointed over a certain age?—A. That would help a great deal.

*By Mr. Euler:*

Q. Are there other objections which you can think of?—A. Well, there was the objection which I mentioned under the present Act, if a man's services are not regarded as satisfactory I can report to the Commission within six months that his services are not satisfactory and he is rejected. Under the old system, while it is quite true the Act provided for a probationary period of six months, if the man was there and there was anything against him, he was not guilty of any peculations, or anything of that character,—he stayed.

*By Hon. Mr. Calder:*

Q. Unless it was something serious?—A. Yes.

[Mr. Robinson Russell Farrow.]

*By Mr. Johnston:*

Q. So you send your inspector around a short time after the appointments are made?—A. Yes.

Q. In case the inspector found a man not filling the position as he should, what would you do then?—A. I would make a report in writing to the department that I did not consider the man was satisfactory.

Q. Could not the inspector report to you and you could discharge the man?—A. No.

Q. You cannot discharge a man?—A. Not on the probationary period. It goes to the Commission; and he can be rejected after the probationary period is over, and he has been appointed permanently he can only be dismissed by the Governor in Council.

*By Mr. Foran:*

Q. If after six months you found his services are not satisfactory you can ask for an extension?—A. Yes, for six months.

*By Hon. Mr. Calder:*

Q. There are two sides to that. You have intimated in your judgment so far as examination of these applications, your patrol men and men from \$900 down, in your judgment those appointments might very well be made by the department. What is your chief reason for thinking that? Is it because of the delays or something of that kind that take place under the present system?—A. No, I don't think of delays. At first there were delays but I don't think at present the delays in appointments with the Commission are very much. I should think we get an appointment on an average, so my officers tell me,—we get an appointment on an average within a month after the requisition is made.

Q. Why did you express that view then at the outset of your examination?—A. For the reason that those patrol officers ought to be men of good judgment and because a man's judgment is better at say 35 years of age than it is at 21. You put a man along the border to prevent smuggling; if he is a young man he is apt to be over-zealous and perhaps officious; he might be selected because of his academic qualifications, but he would not be suitable for this work; he might not have a proper sense of discrimination; he might get the department into serious trouble at times.

Q. In other words you come to a phase of the question we have had before time and time again, that is, the man's personal qualities, his tact, his judgment, is a factor that must be taken into consideration?—A. Absolutely in those positions, yes.

Q. You think it is not sufficiently taken into consideration in those positions?—A. I think so.

Q. You think you could deal with that phase of these appointments better than the Commission?—A. Yes, I think we have a better opportunity of dealing with them.

Q. Now we have dealt with your professional men. You have no seasonal men?—A. We have a few seasonal men.

Q. Give me an example of your seasonal men?—A. Well, during the summer season we have, for instance, officers at the frontier in connection with the automobile tourist traffic say at Lacolle, where there are thousands of automobiles passing each month, and at Niagara Falls and Bridgeburg, all those frontier points where the tourist traffic is very heavy. I think this year we will have to put on five additional officers at the bridges at Niagara Falls to handle the traffic. These men will go on about the first of May and stay on to the first of October.

Q. What is your view regarding their appointment?—A. I have no difficulty with the Commission with regard to those appointments. They give us fairly good men.

Q. Would you rather have those appointments yourself?—A. No, I don't see any objection to the Commission appointing those men. They give us pretty prompt action.

[Mr. Robinson Russell Farrow.]



Q. They have to have the same tact that the other men have?—A. Yes, but I see no objection to it more than as regards the other men.

Q. You see no objection to it?—A. They are under supervision more than the other men.

Q. The other men are operating separately?—A. Yes.

Q. We have your professional men, your part time men, your seasonal men. Have you any manual labourers at all?—A. Yes, we have quite a number of truck men, absolutely manual labour.

Q. What about them?—A. Well, I don't think the Commission should be bothered with the appointment of those men.

Q. As a matter of fact they are not very much bothered just now. You virtually make the appointment?—A. They have had so much difficulty in getting the men that they say to us "We will give you a list of names. Now select the men you consider suitable." We send a man down from here to Montreal or Toronto to examine them, and he reports which is the most suitable and the man is put on.

Q. Have you many promotions in your department?—A. Yes, quite a few.

Q. Taking your clerical staff, have you had any promotions here recently at Ottawa?—A. Oh yes, we are having them all the time.

Q. Have you had one within the last two weeks?—A. At Ottawa.

Q. At Ottawa?—A. I think there are one or two before the Commission now. I don't think there have been any made in the last two weeks.

Q. Can you recall any promotions, outside or inside?—A. Yes, I had a promotion of one man. I think it was last week or the week before, to the position of investigation of drawback claims.

Q. Here at Ottawa?—A. The candidate who was successful was from Ottawa; one from Ottawa and one from Hamilton.

Q. What was the Ottawa man's name?—A. Stroud.

Q. He has been in the department some time?—A. Yes, quite a few years.

Q. What position did he hold previously?—A. He was a checker, on drawback claims in the department.

Q. The vacancy occurred?—A. Yes.

Q. You applied to the Commission to fill it?—A. Yes.

Q. What followed?—A. The position was advertised. Applications to be received up to a certain date. The applicants filed their applications with the Civil Service Commission.

Q. Were outsiders allowed to apply?—A. No.

Q. All men in your employ?—A. Yes.

Q. Away from Ottawa as well as here?—A. Yes.

Q. Then what followed?—A. The Civil Service Commission asked the department to set the papers for examinations on the duties of office. I had Mr. McMichael, who was the chief intelligence inspector of customs and who was in charge of the supervision of drawback claims throughout the Dominion, set the papers. These were transmitted to the Civil Service Commission, the applicants rated on them; the papers were sent back to be examined, and returned and the men who had taken the two highest marks were promoted.

Q. Who examined the papers?—A. Mr. McMichael.

Q. The man who set the papers?—A. Yes.

Q. The chief man?—A. Yes.

Q. Were you asked your opinion at all?—A. I was to look over the papers myself to satisfy myself.

Q. Did you look over the answers?—A. Yes, I looked over the answers too.

Q. You helped Mr. McMichael in determining the marks?—A. I can say in a general way he marked them properly. He is a man who has had forty-three years' experience and I am satisfied to leave it in his hands without even examining them.

[Mr. Robinson Russell Farrow.]

Q. Did you change any of his markings?—A. No.

Q. Outside of seeing the papers, were you asked by the Commission as to who should be appointed?—A. No.

Q. You were not asked for a recommendation?—A. No.

Q. Are you asked, in the case of any promotions, your view?—A. No, because the Civil Service Act does not give me any authority to recommend any person.

Q. In your own department you have a staff of three or four hundred over there?—A. Yes.

Q. You have been there for forty years. You know all those men and all their qualifications. You are in constant touch with them personally?—A. No, I am not in constant touch, that is, with any more than the heads of the branches.

Q. Let us take the heads of the branches? Are they in better position to determine without any examination at all which of those men should be promoted?—A. That is what they practically do now under the present system of the Commission.

Q. Your men practically make the promotions?—A. Up to a certain date the Civil Service Commission established the practice of holding a written examination, but of recent months they asked the department to rate applicants according to seniority and efficiency.

*By Mr. Thompson (Yukon):*

Q. Has there been any dissatisfaction with the promotions made by the Civil Service Commission?—A. No.

Q. Or have the appointments been satisfactory?—A. They have been satisfactory. I have not heard any complaints.

*By Hon. Mr. Calder:*

Q. As a matter of fact, under the system that prevails now, we have had the same evidence. There are certain rating cards sent out?—A. Yes.

Q. And your chief officials will put on the ratings. The competitive written examination has gone?—A. Yes.

Q. And your officials sit down and according to what we have here you give all the men rating and the man will get 75 or 80, and so on, and the man who is rated by your officials gets that promotion?—A. I hope he will.

Q. And he gets it as a matter of fact?—A. I don't care to say.

Q. Do you know of any man in your department who has not got his promotion?—A. Not at present, but I might.

Q. It might happen sometime in the future. If you actually made that promotion at the present time why should you bother the Civil Service Commission with it?—A. That is the law.

Q. Don't you think we had better change the law?—A. That is a matter for the legislators.

*By Mr. Euler:*

Q. The fact remains you have been satisfied with the promotions and appointments made by the Commission?—A. Yes.

*By Mr. Arque:*

Q. What is done with reference to the transference from one office to another?—A. Make an application to the Commission.

*By Hon. Mr. Calder:*

Q. If you want to send a senior stenographer from one branch to another, do you make an application to the Commission?—A. No, I will do that without bothering them.

Mr. FORAN: You have the right, in the Inside Service.

[Mr. Robinson Russell Farrow.]

*By Hon. Mr. Calder:*

Q. You should do it under the law?—A. No.

Mr. FORAN: Within the Department they can do it without reference to the Commission.

Hon. Mr. CALDER: If a girl is a junior stenographer in one branch—

Mr. FORAN: If you change the classification, then you must apply to the Commission. In that case it is a promotion not a transfer.

Hon. Mr. CALDER: We did not raise this question with the last two deputies that we heard, but Mr. Scott and the other deputy both held this view that in so far as promotion, annual increase of salary, and transfer were concerned—one of them described it as the internal administration of the Department—ample classifications were made. Once they are fixed and schedules made, all questions of promotion and transfer and annual increase of salary should be left to the Department, and the Civil Service Commission should not be bothered with it.

Mr. FULLER: I do not think that should have any bearing on the evidence Mr. Farrow would give.

*By Hon. Mr. Calder:*

Q. I ask if he agrees with that evidence?—A. I do not agree with that. I would prefer to leave the promotions as they are.

Q. What about transfers?—A. I think perhaps the Department ought to be given the power to make transfers. As for increases in salary, I have all the power I want as a deputy head to recommend to the Commission those men I think who are entitled to increase by merit.

Q. And the Commission accepts your recommendation in every case?—A. I think they do, because they know it is made on merit.

Q. Why engage a stenographer to go to work and make out a whole list of things and send it over to the Commission, and have some of their officials go over the same thing, simple to put O.K. on it?—A. I may put a case to you like this. In making recommendations to the Civil Service Commission as to increases in salary I should be guided by the merit of the officer. We obtain reports from our collectors and inspectors annually as to the conduct of the men and their competency. They rate them either excellent, very good, good, fair, or sometimes blank. I have always taken the ground since the new Civil Service Commission came into force, that where the officers' recommendation was rated as fair by the collector at the port, and that was concurred in by the Inspector, because the collector might be biased, that I should not recommend him for that increase, as in doing so I would be discriminating against men who are reported as good; consequently I would not recommend that man for the increase in salary, and I did not recommend him. That man might protest. He would say "My work is well done," and if he had the right of appeal to the Civil Service Commission he would have an impartial judge.

Q. Where would that land you in the service, if every civil servant out of some 25,000 or 30,000 had a right to appeal in every case where they did not get the increase?—A. I hope there are not 25,000 or 30,000 who are in that position.

Q. They are all classified and have a range of salary?—A. Yes.

Q. And unless each of them gets his annual increase of salary it gives him the right of appeal to the commission to determine as to whether or not he has not been unjustly dealt with?—A. He has the right of appeal under the Act now.

Q. Do you have many appeals?

Dr. ROCHE: Not many; there are not many.

A. The man appeals to me and says: "I did not get that Statutory increase"—and, by-the-way,—we never had a statutory increase until this Act; the increases were granted by the Department—

[Mr. Robinson Russell Farrow.]



Mr. FORAN: If the employee is not recommended he knows there is a good reason and no chance to have his appeal sustained.

WITNESS: He will write and ask the Commission why he did not get the increase.

*By Hon. Mr. Calder:*

Q. Now, perhaps you will not care to answer this question; if the old system prevailed, or rather, if you had a right to recommend, there would be some person suggesting to you that you should recommend an increase where a person is not entitled to it?—A. Oh, they will do that anyhow.

Q. Somebody would say—I am not going to say it—but members of Parliament might be recommending to your inspectors or chief officers throughout the country—A. I do not know that I have members of Parliament in view; there are others besides members of Parliament.

Q. Do you think the present system would get away from anything of that kind?—A. Well, I think it is better for the efficiency of the service,—the present system—and better for the discipline of the service.

Q. I cannot quite draw the line myself, because all the evidence we have had so far, as far as I understand it—I may be corrected if I am wrong—is to the effect that so far as the increases of salary are concerned, that they are all made upon the recommendation of the deputy minister. We have not had any evidence to the effect that there has been any trouble at all in connection with this phase of the work, that practically the deputy minister does it. If he does it, why not leave it with him, and not bother the Commission at all? What is to be gained by having the Commission deal with it? It only makes work for them and the department?—A. You might find it difficult if it was the other way.

Q. I want to get some evidence the other way.

Mr. EULER: He gave some reasons a moment ago.

*By Mr. Calder:*

Q. What were they?—A. Oh, there are reasons, I presume. This would be my own personal view—I have been in the service many years—the deputy minister feels more that the matter is in his own hands when he makes a report to the Commission, and the officers know he has to make a report to the Commission.

Q. You think the deputy minister would feel more secure by making a report to the Commission than he does making it to the Governor in Council. That is what it means?—A. Am I to understand the deputy minister would make a report to the Governor in Council?

Q. It would have to go to the minister, and the minister has to take it to the Governor in Council. As I remember, before the system came into vogue, all these annual increases had to be voted by Parliament, and that means they had to be put in the Act, and the Governor in Council must have every one of these items. And you feel you are more secure, and the civil service is more secure by making a recommendation to the Civil Service Commission than to the Governor in Council?—A. The present practice is working well and I do not see much reason to disturb it.

*By Mr. Thompson:*

Q. Is it generally understood in your department that the Commission has to do with promotion?—A. Yes.

Q. Do you find that has any effect on the morale of your staff?—A. Yes, I think it has. It tends towards efficiency.

[Mr. Robinson Russell Farrow.]

*By Mr. Calder:*

Q. Let me ask another question just there. As a matter of fact, under the present system, does not the present system lend itself to a large number of civil servants getting an increase in salary annually to which they are really not entitled?

—A. Not in this department.

Q. Not in your department?—A. No.

Q. What percentage?—A. I do not make any recommendation automatically.

Q. Would you be able to bring us a statement, or you can send it, because you are a busy man. We will not ask you to make out a whole list, but let the Committee select half a dozen points. Take the city of Montreal—

Mr. THOMPSON: And Vancouver.

Mr. CURRIE: And Toronto.

*By Hon. Mr. Calder:*

Q. Will you send us a list—because they are all fixed for this year—the salaries every one of your men get in these three cities, and indicate on the list every man that you recommended for an increase of salary this year, and the amount of the increase? Are they all fixed for this year?—A. Yes. Montreal, Toronto, and Vancouver—it will take some little time.

Q. How many have you in Montreal?—A. Over four hundred.

Q. That will not take very long?—A. It will take a long time with a pretty busy staff, when Parliament is in session. These men have no objection to working.

Q. Take Toronto and Montreal, that will do?—A. The salary and the amount of increase?

Q. Yes?—A. And distinguishing between those who got it and those who did not—mentioning those who did not get increases?

Q. Yes.—A. I think I can let you have that in a day or two.

Q. We had evidence along another line; how many branches have you in your department in Ottawa?—A. It is hard to say.

Q. Five, or six or seven?—A. Yes, more than that.

Q. Name one?—A. Accountants' branch.

Q. Name another?—A. Statistical.

Q. And one more?—A. Checking of entries branch.

Q. Take the statistical branch; the man in that branch resigns to-morrow?—A. He did resign last January.

Q. Is he still on?—A. He is on leave until first of July, and then his superannuation takes effect.

Q. Have you an application in to the Commission to have his position filled?—A. I will have just as soon as it is vacant.

Q. Why do not you get it in now?—A. The position is not vacant until the 1st July.

Q. You cannot make an application until it is absolutely vacant?—A. I will make it a month before.

*By Mr. Currie:*

Q. Have you anybody filling the job?—A. Yes.

Q. You could make the application before it is vacant?—A. To date from the 1st July.

Q. When you put in an application to have that position filled, you write to the Commission and say, "This vacancy exists, we want you to fill it." You get clean away from it and have nothing to do with it?—A. Until the Commission sends a list of applicants, and asks me to rate according to seniority and efficiency.

[Mr. Robinson Russell Farrow.]

*By Mr. Euler:*

Q. Do you take personality into consideration?—A. Yes; certain rating you must give, personality, etc.

*By Mr. Griesbach:*

Q. You spoke of the applicants in these cases; do you mean that anybody in your office could apply for the position?—A. Yes. When I send this requisition down to the Civil Service Commission to fill the positions, I will ask them to restrict the applications to officers in the statistical branch.

Q. If you did not do that, would there be any danger of the Commission asking the whole world to apply for the office?—A. It would be very foolish if they did, because these are the men who know the work.

Q. My idea of promotion—all the ideas of promotion I have ever had—is the idea that confines that promotion to the persons immediately one step below. It is incredible to me that a man who just joins the service a week ago should go and apply for a position of deputy collector and be in the running. The persons who can apply must be limited to certain persons of certain rank?—A. Practically.

*By Mr. Currie:*

Q. The law does not compel you to do that?—A. No.

Q. It does not restrict you?—A. No, but in sending the requisition, colonel, supposing the position becomes vacant in the Statistical Branch, I don't know whether it is a second or third or head man, I would ask the Commission to restrict the applications to officers in that branch.

Q. You would ask them?—A. Yes.

Q. You have no authority to compel them to do it?—A. No.

*By Mr. Griesbach:*

Q. Would the last man in the branch have the right to apply for the highest job in it?—A. He would have the right, but he would not.

*By Hon. Mr. Calder:*

Q. Would an outsider have the right to apply?—A. No.

Q. You make the rating?—A. I would.

Q. Yourself?—A. For that position of chief clerk of statistics, yes, but not for the second division; I would ask the chief of branch to send his ratings to me of all the applicants.

Q. What do you think would happen if these ratings were sent over to the Commission?—A. I should hope that the Commission would select the man that the department considered best qualified.

*By Mr. Currie:*

Q. You mentioned one position just now that was vacant, that you were going to put through this application. Have you a man temporarily appointed there?—A. Yes.

Q. You are trying him out?—A. He is the man holding the next highest office.

Q. Has he a certificate from the Civil Service Commission to fill that position for six months, as is customary in all the other departments?—A. I think he has; I am not sure.

*By Hon. Mr. Calder:*

Q. You practically rate that man before you ever get any evidence; in your judgment you have concluded already that that man is the man and you put him on the job?—A. What would I do?

Q. I think you have done the proper thing?—A. I am satisfied then.

[Mr. Robinson Russell Farrow.]



Mr. FORAN: As a matter of fact we do not know who is on the job at the present time. You would simply put the senior man in charge while you are waiting for a man to fill the job.

WITNESS: Not necessarily the senior man.

*By Mr. Currie:*

Q. Supposing the next man was 65?—A. Well, I have not had a case of that kind.

Q. We had a case in the Post Office yesterday of that kind. Mr. Coolican, who was a very young man, was promoted over a number of older inspectors.—A. I have not had a case of that kind.

*By Hon. Mr. Calder:*

Q. In this particular case—we have had similar cases in the other departments—you get right down to the essence of the thing. You practically make the appointment?—A. Suppose the Civil Service Commission does not approve, what then?

Q. You are putting a supposition there. According to the most of the evidence—I cannot recall anything to the contrary—in the case of those promotions in the inside service, the deputy head of the department and his chief officer are required to make this report. In many cases they have got the man in temporarily who is finally appointed. Now the question I asked, in so far as these chief positions in your department are concerned, you have to depend on these men for the administration of the public business, and your chief officers know these men better than any one else; then why bother the Civil Service Commission and go through all this performance again? Why not make the appointments direct yourself?—A. That may be all right, but where there is only one logical man for the position—I know cases where that would be, and I think this case is one—we will come down to cases not so important.

Q. I am only speaking now, and I would like to confine it—because I see the distinction myself—to the heads of your branches. The head of the branch is the man you must hold responsible for the conduct of public business, the man who is going to come in contact with the public so far as the business of the branch is concerned. In your judgment, would it not be better for you to make that appointment direct on the recommendation of your chief officer?—A. Well, I suppose the Service would rather be protected by the Commission.

Mr. CURRIE: That is not the question.

Hon. Mr. CALDER: They are not protected.

WITNESS: They think they are.

Hon. Mr. CALDER: That is the whole point, and all this red tape is gone through merely to satisfy an idea that the Civil Service is protective.

Mr. GRIESBACH: That idea is as old as civilization. You tell a boy that it is in the Bible that if he tells a lie he will go to hell. That is why he tells the truth. The evidence of all the deputy ministers goes to prove that while they do not think a deuce of a lot of the Civil Service Commission, still they do think that it protects them from patronage.

Mr. CURRIE: Yes, and that costs this country as much as the whole Senate. The cost is the same as the cost of the Senate to the people, and they think that the Senate protects them, I suppose.

Mr. GRIESBACH: It is a phenomenon that exists, and we cannot get away from it.

Hon. Mr. CALDER: It is a mental attitude.

Mr. GRIESBACH: It differs in no respect from the boy's idea about telling a lie.

Mr. EULER: If it has a good result, it does not make very much difference how it is brought about.

[Mr. Robinson Russell Farrow.]

Mr. THOMPSON: Conversely, if it were left to the deputy heads, there would be no question then as to where the patronage would lie. It would lie with the deputy minister.

Hon. Mr. CALDER: No, it goes further than that. We may as well be perfectly frank about it. What these men have at the back of their heads is that if we go back to the old system, it will not be left to the deputy minister.

Mr. THOMPSON: You mean that pressure would be brought to bear on the deputy?

Hon. Mr. CALDER: Exactly.

*By Mr. Euler:*

Q. Whether after all that is a reason for perfecting the present method, is not this the case that the civil servant feels that his case goes before an absolutely independent body, whereas in the other case you open the door again to patronage. I did not want to ask him to reply to that question because it might be embarrassing?—A. That is entering the realm of politics.

Mr. CURRIE: That is a question for discussion in the House of Commons.

*By Mr. Currie:*

Q. Now, you are a very old official in the department, and your department is one that we all depend upon for our salaries. We have to keep your department free of politics as much as possible, and the politicians have always fought shy of that end of it. Has there been much trouble over political interference in the workings of your department?—A. When?

Q. Before the advent of this marvellous galaxy of talent that we call the Civil Service Commission?—A. I was not deputy then, Colonel, and I escaped all that.

Q. I am speaking so far as your own experience is concerned?—A. I would not have much experience then. My predecessor might have had.

Q. Had you anything to do with Toronto? There was a red hot political job there. Take the appointment we will say of the Chief Customs Officer there?—A. You mean Collector of Customs?

Q. Yes, Mr. Small was a member of Parliament and he was a pretty fair officer, was he not?—A. Yes, a good officer.

Q. Then he was succeeded by Mr. Bertram?—A. Yes.

Q. He was the son of an ex-member of this House of Commons or a nephew?—A. Yes, a nephew.

Q. And he came of a well-known political family?—A. Yes.

Q. He did not get that job because he had passed any Civil Service examination, and he has been a very efficient officer?—A. Yes.

Q. Can you recall whether there is any chief port officer who was appointed under the old system who was not a very efficient officer? In fact, was not great care taken by your department to impress upon the members that you wanted nobody appointed to positions of importance in your service who were not A1 gilt-edged men? Is that not so?—A. I was young in the department in those days.

Q. Do you not think that your predecessor John McDougall was pretty hard down on these lines?—A. I think so.

Q. John McDougall was a pretty good officer?—A. Excellent.

Q. One of the best Canada has ever seen?—A. Yes.

Q. And he was an ex-member of the House of Commons?—A. Yes.

Q. A political appointment pure and simple?—A. Absolutely.

Q. Did you ever see a member of Parliament let anyone get past with anything? Did he not always put it over them?—A. He was a former member of Parliament.

Q. He had the nerve and knew how to handle them?—A. He was a former member of Parliament.

[Mr. Robinson Russell Farrow.]

Q. So that patronage did not hurt very much in that case? He could talk to them like a Dutch uncle?—A. Yes, but I do not suppose he made the appointments altogether.

Q. He had a good deal to do with them and also with the business of the office?—A. Yes, it was well conducted.

Q. And a most technical and difficult position to fill, was it not?—A. Yes.

Q. Because he had to be a human being and understand human beings as well as being an efficient man?—A. Yes, that is right.

Q. Do you think that any system of examinations by men outside the department could ever give you a man like John McDougall? He would be dead by the time he reached the head of that department, would he not? Supposing he started in at the bottom?—A. That is getting very personal. You are intimating that it is time for me to be getting out.

Q. No, you are a very good officer; in fact I think one of the best in the service to-day. I am not going to flatter you at all, but supposing that John McDougall started at the bottom and kept travelling up, he would be about 110 before he reached the top?—A. Only one can get it at one time.

*By Mr. Currie:*

Q. So that the old system of selecting politically and otherwise was not so bad after all?—A. I have got a number of good men in it.

*By Mr. Euler:*

Q. But you prefer the present system?

*By Mr. Currie:*

Q. You get them better on the whole?—A. I think on the whole we get a larger number of good men.

Q. You have not had a long time to try that out, and the Temperance Act is?—A. The reason is that we get all returned soldiers.

Q. You have appointed nobody but returned soldiers under the Civil Service Act?—A. No, not since the war.

Q. Not since the war?—A. Not since the war except it was boys.

MR. CURRIE: You examined Mr. Farrow on promotions, Mr. Calder?

HON. MR. CALDER: Yes.

MR. CURRIE: Is there anything else?

HON. MR. CALDER: No, we have covered the seasonal classes, the temporary, the out-port men, the border men, and the promotions inside, the transportation and so forth—

*By Mr. Griesbach:*

Q. Will the Civil Service Act, or the existence of the Commission, more or less determine that hereafter young men entering the service can work their way up from the bottom to the top, and conversely will prevent men of middle age coming into the service and occupying the higher positions?—A. Yes.

Q. That is the policy of the law and the policy of the Commission?—A. Yes.

Q. Do you approve of that?—A. Yes.

MR. CURRIE: Now I will get you down on that.

*By Mr. Currie:*

Q. Supposing you want a high-grade statistician in your office. You want a man that is qualified for accountancy, and has his certificate as a chartered accountant, [Mr. Robinson Russell Farrow.]



and a graduate of some well-know university, to take charge of your high-grade statistical work, such as examining the accounts and one thing and another. How can a man ever reach that from the bottom, starting in from a position that is paying him about \$600 or \$700 a year?—A. Well—

Q. Take the Toronto office; Mr. McMichael wants a high-grade man to go out and look over the field—A. He trains them from the bottom.

Q. He trains them from the bottom?—A. Yes.

Q. He has informed me that he had great difficulty, and one of the difficulties he had was that he could not get them for the money you gave on the class, for people you wanted?—A. That is the fault of the Commission that they do not classify that service high enough.

Q. You mean to tell me that a man who is certified as a chartered accountant would enter your service at the bottom of that list?—A. No, he would not; of course not.

Q. Then what would you have to do?—A. We take a man in when he is young and train them by degrees.

Q. How long would it take to train a man to a chartered accountancy, one whom you would have to take in at an age where they had no university degree or anything of that kind? How long would it take to train a man out of high school to become one of the men qualified for that work? You already have men, you take them from the banks and trust companies—you take some of the best men and train them?—A. He ought to be efficient in five years, if he has the energy, and wants to get along.

Q. You never had any experience like that? You are only hoping he might be able to. You have had no experience.—A. I am saying that it all depends upon the energy of the man. Some you could not train in twenty years because they have not got the energy, and other men you could train in five or six years.

Q. Take a man now whom you want to be an appraiser of say, silks and ribbons, and things of that kind. What do you do to get a man of that kind? Can you get him up to the Civil Service and train him to be an appraiser?—A. Yes, I think you can.

Q. What has been the custom of your department, do you get them up and train them from the bottom, or do you go to the Civil Service Commission and have one appointed?—A. Both ways, by appointment and promotion in the past.

Q. By appointment and promotion?—A. Yes.

Q. How could a man be promoted? Could you promote a porter in this department, where the boxes are opened?—A. No.

Q. How would you work it?—A. Take the computing clerk and give him a few years, and I think he would become acquainted with the tariff in that time, and then we would put him in the appraising branch and train him.

Q. How long would it take to qualify him as an appraiser of silks, to determine the various grades of cloth? He would have to serve an apprenticeship in that work before he would be qualified to appraise those things?—A. Yes.

Q. You would pay him then for his experience?—A. Yes.

Q. Your custom has been heretofore to put the best man in and pay him to do the work?—A. Unless I had a good man come in.

Q. Did you find any difficulty in getting these outside men?—A. No, we get them all right enough.

Q. But you had to pay them a good salary in many cases?—A. We never paid appraisers under the old law more than \$2,000 a year.

Q. Take a man who is an appraiser of watches, for instance, say he must be a highly technical man to have knowledge of the mechanism of a watch. You have to get a man up through your department who knows all that. Supposing there is a firm of a certain quality importing Swiss watches, and there were a lot of Swiss

movements sent in. What kind of a man do you require to go ahead and appraise those movements?—A. I do not think we have——

Q. Let me put it this way: that they might classify a \$50 movement as a \$5 one?—A. I do not think they would do that. We have appraisers in the various departments, but there are no special watch appraisers.

Q. How much does this Civil Service Commission assist you in all the technical work of your department in that regard? Would they not be liable to send a silk man into the hardware department, if you let them alone?—A. If we make an application to the Civil Service Commission for a hardware appraiser, I would hope that they would not send——

Q. A traction engineer?—A. I should hope not.

Q. Now, take automobiles, there is another thing—of course, you have those machines now classified under price, and you know where they are?—A. Yes.

Q. But there are lots of branches in your department that require great skill, and if a man occupying a position of that kind should die, or drop off, and you have not coached an assistant, what would you do?—A. We would have to apply to the Civil Service Commission for an appointment.

Q. And what would they do?—A. I presume under their present rule they would advertise for him.

Q. Would you fill appointments of a permanent nature?—A. I would have to carry on the work as best I could until the appointment was made.

Q. Now, what other department is there, Mr. Calder?

Hon. Mr. CALDER: I would like to ask Mr. Farrow one or two questions, and then I think I am through.

*By Hon. Mr. Calder:*

Q. Now, I want to ask you one or two questions, and if you do not want to answer the questions do not answer them, as far as I am concerned.—A. Thank you.

Q. There is a general feeling all through Ottawa, that there is a great deal of unrest in the service, a great deal of dissatisfaction in the service. In the first place, do you think that is so?—A. In respect to our department, so far as our department is concerned at the present time, I would say no. There was considerable unrest in our department on account of what our officers considered improper classification. I have no complaint to make against the Civil Service Commission in that respect, but I have a serious complaint to make against the men they employed to make the classification, because I think they were in error, and subsequent events have proven that I was right.

*By Mr. Currie:*

Q. You mean the so-called Griffenhagens?—A. The Arthur Young Company.

*By Hon. Mr. Calder:*

Q. And that cause has been removed?—A. Yes.

Q. How did you remove it?—A. By protest to the Civil Service Commission—after the man who was assigned from the Arthur Young Company to the duty of classifying the customs house was finished. I took my appeal to the Board of Hearing of the Civil Service Commission and appeared personally with my officers before the board and I spent days before the board of appeal, and the result was that they admitted that the classification was too low, in the majority of cases, and it was too extensive, and the result of all that was that I think at the present time I may safely say that our outside service are fairly well satisfied.

Q. Is that true of your inside service as well?—A. Yes, with the exception perhaps of some officers.

[Mr. Robinson Russell Farrow.]

Q. But generally speaking, it is improved?—A. Except, I think, Mr. Calder, in the accountancy branch. There is a general feeling throughout the service, I think, particularly in my own department, that the maximum salary of \$1,260 a year for an accounting clerk is not enough.

Q. Was that the real cause of most of the unrest here, that the trouble was an over-classification?—A. Very largely, sir, because of this fact, that the men who were practically performing this work—in other branches, merely clerical work—were classified much higher.

Q. Now, just one other question: this decision of the Government and of Parliament to have a general classification made and fixing a schedule of salaries with an annual increase—did not that in itself lend itself to unrest throughout the entire service? Previously, those matters were all determined by the Government.—A. I think the Chairman of the Civil Service Commission knows my views on the question of that decision.

*By Mr. Currie:*

Q. In other words, you had to take your coat and vest off and roll up your sleeves and go after them or they would have given you a cold deal?—A. No, I think they were misled by the information they received. My own opinion, as Dr. Roche knows, is that the classification was too extensive.

*By Hon. Mr. Calder:*

Q. Too many classes?—A. Yes, and with the consequence that after representations to Dr. Roche, and the other members of the Commission, I had a hearing of two or three days, with the result that we combined into one class,—take the class of customs clerks for the outside service—we combined into one class all of those, with a minimum and maximum salary—nine various classes.

*By Mr. Griesbach:*

Q. Have you any experience with such cases as this: a man in your service went to the front in 1914 and came back in 1918 or 1919 and found that he had lost his standing his seniority in the Civil Service and the men who remained at home are now classified over him and drawing higher salaries?—A. Yes, General—

Q. I have six or seven cases of that kind in Edmonton?—A. I have a number of cases in which I consider there is a hardship here.

*By Mr. Currie:*

Q. How can that be changed?—A. I have endeavoured to adjust it. I will take a case of a man I have in mind now.

*By Hon. Mr. Calder:*

Q. Call him "A. B."—A. All right, we will call him "A. B." He went to the front in 1914, and he had a salary of, I think, \$1,050. He remained overseas until April, 1920. He returned to civil duties. Unfortunately, during the time he was away he received no increases in salary for the simple reason that the old Civil Service Act made no provision for increases to customs outside officers.

*By Hon. Mr. Calder:*

Q. He received his civil pay?—A. Yes.

Q. As well as his military pay?—A. Yes.

*By Mr. Currie:*

Q. Did all the men receive civil pay?—A. No.

[Mr. Robinson Russell Farrow.]



*By Mr. Currie:*

Q. No, only those who went up to a certain date.

The WITNESS: When this man returned, in April, 1920. I wrote the Civil Service Commission recommending that his salary be increased by the sum of from \$300 to \$350, taking the time he was away, say six years, at what we used to give on ordinary increases, of \$50 a year, so that the ordinary increases for this man while he was away would have been between \$300 and \$350. The Commission—the reply I received from the Civil Service Commission was that owing to the classification they were unable to authorize any increase in his salary. I must say that unfortunately this man—a portion of his services were temporary, and they have a regulation in the Civil Service Commission that if a man has had no increase in his salary for five years he may get an average one, but the ruling is that he must be in the permanent service, and a portion of this man's work was temporary. The result is that this man came back, and he goes on in civil work again, and he is assigned at a salary of \$1,080. I certainly think that he should get his annual increases while he was away.

*By Mr. Griesbach:*

Q. In other words, he was being penalized for his military service?—A. Absolutely.

Q. I think I know of six cases in Edmonton?—A. This case is in Edmonton now.

Q. What are you going to do about that?—A. The Civil Service Commission say there is no way in which the matter may be remedied except by a special vote of Parliament.

*By Hon. Mr. Calder:*

Q. Is it because of the Act or of some regulation?—A. It is because of the fact, Mr. Calder, that this man returned to civil duty after the classifications were adopted.

*By Mr. Currie:*

Q. Does that apply to everybody who returned, as to the classification?—A. No, because those men who returned before November, 1919, when the classification was adopted, received their cumulative increases by Order in Council, but it is in respect to those men who returned after the date of classification where the trouble is, and the men feel they are not getting as much as they should.

*By Mr. Griesbach:*

Q. I understand in the Post Office there was an increase allowed all the time they were away?—A. Yes, but not in the Customs service.

Q. And in the Customs service a man came back to the same position he had before he went away? And now they are endeavouring to tinker with the law a little bit, but in those six cases that have been discriminated against because they served overseas, a case of actual hard-ship, when many men who were of military age simply crept into those positions, and those men now occupy better positions. Now, you say that nothing can be done except by a special vote of Parliament.

Mr. CURRIE: Or an Order in Council.

*By Hon. Mr. Calder:*

Q. Could that not be fixed by an Order in Council?—A. No, but we wrote a letter to all of the departments asking them to report these cases to us.

*By Mr. Griesbach:*

Q. Would it not be easy to bring that to the attention of your Minister with a view of having him bring forward the necessary legislation?—A. I have done that.

Q. Then it is the Minister's fault in neglecting to do it now?—A. No. I have submitted to the Minister the question as to whether or not it would not be only

[Mr. Robinson Russell Farrow.]

proper under the circumstances that a special vote of Parliament be obtained to pay these men, notwithstanding anything in the Civil Service Act, because I understand that provisions would have to be put in the appropriation, but there is yet time in the supplementary estimates for such an item.

*By Mr. Calder:*

Q. Have you submitted a memorandum, or anything in writing to the Minister, or have you simply spoken with him?—A. No, I have submitted one or two written memoranda. There are a number of cases, I think perhaps there are five or six cases at Edmonton.

*By Mr. Currie:*

Q. How many in Toronto?—A. I do not think there are any in Toronto.

*By Mr. Calder:*

Q. There would be cases in every department?—A. Well, I think not, for the simple reason that I imagine ours was the only service in which there was no statutory increases under the Act. In the Inside Service there was no trouble, because these men were granted statutory increases when they went overseas. Now, what could have been done was by recommendation to the Governor, but the former deputy took the ground that he could not certify that the men had performed their duty throughout the year.

*By Mr. Griesbach:*

Q. That is a matter that calls for remedy without further delay?—A. Yes.

Q. You have made a recommendation to your Minister?—A. Yes.

Q. I do not believe we can compel the Minister to do it, and these men have kept pretty quiet about it, possibly, but it is one of the most outrageous cases against the men in military service—

*By the Hon. Mr. Calder:*

Q. Mr. Farrow, could you prepare another memorandum, and let Mr. Chairman have it, as he is also a member of the Council, so that he can bring it before the Council?—A. I think there might be 12 or 15 men similarly situated, who came back to civil duty after the 10th of November, 1919, but at the same time there are some men who returned before that time, who feel that the increases they received—the cumulative increases were not as much as should have been granted.

*By Mr. Currie:*

Q. What about the loss of seniority?—A. Of course they lost that part, which is another item:

Q. Do you think there is anything we could put in this Act which would straighten that out?—A. I think the Civil Service Commission might find some way to deal with men of that character, and not bother Parliament about it. It seems to me that some provision should be made for their increases.

*By Mr. Dechene:*

Q. Was the money recommended in such appropriation of that kind?—A. It is a matter—

*By Mr. Foran:*

Q. How did they lose their seniority?—A. This is 1921. Supposing a man came back in 1921, he might have been classed with his class now—

Q. Does he lose his seniority?—A. His length of service?

Q. Yes?—A. Not in that respect.

[Mr. Robinson Russell Farrow.]

*By the Hon. Mr. Calder:*

Q. But he loses the increase in pay in that class?—A. Yes.

*By the Chairman:*

Q. Mr. Farrow, you think the case I had under my own observation now, of a customs clerk, who performs the duties—the ordinary duties of receiving entries, and that officer has to receive also and be responsible for the cash, there is no cashier in the office I have in mind—should not that man receive some consideration for the extra duties he has to perform, and the extra responsibility he is under?—A. I think the case you have in mind is one of which I know, and the officer's classification has been changed very recently. He is now classified as a cashier and computing clerk.

Q. That has been under consideration for a long time in the case I have in point?—A. Yes. The Civil Service Commission have in two or three cases of that character approved of the recommendation of the department, that the man's classification be changed from clerk to cashier and computing clerk, and giving him a little higher salary. In some cases they turned the recommendation down on the ground that the collections were not sufficient to warrant it.

*By Mr. Currie:*

Q. I have one or two questions to ask Mr. Farrow, with your permission, Mr. Chairman.

The CHAIRMAN: Certainly go ahead.

*By Mr. Currie:*

Q. How many appointments do you have annually in what you call the Inside Service?—A. Well, I cannot say offhand, because I think there are very, very few. We are pretty healthy in that department.

Q. Eight or ten?—A. I don't think we have that many this year. We have a reduction of four in the staff.

Q. What did you have last year? Did you have to take any on?—A. Not many.

Q. You are combining some staffs now?—A. Yes.

Q. What is the ordinary number?—A. Eight or ten would be the maximum.

Q. How many of those would be brought in from outside?—A. They would all be brought in from outside.

Q. I mean from outside of Ottawa?—A. For the service in Ottawa.

Q. For the service in Ottawa?—A. They would be appointed by the Civil Service Commission.

Q. Has anybody outside of Ottawa got a chance to get in?—A. I believe they have, from the list of those to be appointed—they have.

Q. My reason for asking you that is that in the United States there are a certain number of appointments from Washington distributed among certain districts, so that each district has an opportunity of having a man in the inside service at Washington. Is there any regulation of that kind here?—A. I do not know.

Q. The Civil Service Commission hold examinations all over the country in every district, and ignorant young men and women, go, pay their fees, do all that with the expectation of getting down to Ottawa here—have you ever heard of anybody getting in from Vancouver or Winnipeg?—A. As a matter of fact, I do not know where they come from. They simply send me the notice that so-and-so is to report for duty, and he comes over, and is assigned to duty. They ask him where he comes from, but as a rule I do not.

*By Hon. Mr. Calder:*

Q. Could you furnish us with a list for the last twenty appointments in your office at Ottawa, and indicate on that list where they came from?

[Mr. Robinson Russell Farrow.]



*By Mr. Currie:*

Q. Where they passed their examinations?—A. I have—you mean for last year?

*By Hon. Mr. Calder:*

Q. The new appointments?—A. Twenty?

Q. All the new appointments during the last two years?—A. In Ottawa?

Q. In Ottawa, give their former residences.

*By Mr. Currie:*

Q. Their late residences.

The CHAIRMAN: Have you finished, Colonel?

Mr. CURRIE: Yes.

Hon. Mr. CALDER: There is one other question. I do not know whether I should open it up again, as it is getting late, but the statement is made, and has been made sometimes in Parliament, that the present system here in Ottawa and to a certain extent outside of Ottawa, lends itself to the creation of a beurocracy, those who get into the service think that the service is reserved for them, that no outsider has any chance at all. That the whole system lends itself to the creation of a class preserve.

Mr. CURRIE: A family compact.

*By Hon. Mr. Calder:*

Q. That criticism is made against the law that it operates in that direction.

Mr. CURRIE: For instance, how many relatives of the Commission or other officers of the department have you got in your department—put it in plain English—we are making an inquiry.

WITNESS: How many relatives of the Commission?

Mr. CURRIE: Yes, we will put the Commission in just to start with, just for the fun of it—

WITNESS: None, that I know of.

*By Hon. Mr. Calder:*

Q. Let me go back, before you answer that question. I think the general situation is as I have described it. Do you think, Mr. Farrow, that the present system lends itself to that?—A. I know one thing, that I have not got any relatives in the custom house—

Q. I am not speaking of relatives. That is another thing—but let me state it again. The idea is running abroad—whether it is true or not—that as soon as people get into the service, then everything in the service above that is for them, and the outsiders, outside of Ottawa, or the outsiders here in Ottawa, have no chance.

*By Mr. Currie:*

Q. Of getting a rating?

*By Hon. Mr. Calder:*

Q. Any of these higher appointments, or of getting into the service except right at the very bottom?—A. I have not heard that. It is new to me.

Q. You have not heard that?—A. No. This list will show I presume.

Q. That list will throw some light on it?—A. Yes.

[Mr. Robinson Russell Farrow.]

Q. I wonder if we might ask each of the departments to furnish us with a list of all new appointments made in the last two years, and stating the former residence of these people.

Mr. GRIESBACH: You will have to be careful about the wording of it. The residence within so many months "previous to".

Hon. Mr. CALDER: Say three months "previous to". All departments.

Mr. GRIESBACH: You had better be careful on the wording of that.

Hon. Mr. CALDER: I think if you put a time limit of a month on it, or say two months. A list of all new appointments in the last two years.

Mr. GRIESBACH: The places in which they lived in the two months preceding.

Mr. JOHNSTON: Is it not a fact a great many returned men have been demobilized down here probably a month or two months—

Mr. CURRIE: They are all demobilized at regimental headquarters.

WITNESS: Do I understand you want that list to include temporary men?

Hon. Mr. CALDER: Yes, because they will nearly all be confirmed.

Mr. CURRIE: You better say "permanent" and "temporary".

Q. Your department has appointed nothing but returned soldiers. You have not put any civilians on at all?—A. No, excepting a stenographer or a boy.

*By Hon. Mr. Roche:*

Q. In regard to making permanent the temporaries, Mr. Farrow, there has been a large number of temporary employees throughout the service recently blanketed in by Order in Council as permanent, have there not?—A. I understand there will be. I don't think the Order is passed yet.

Q. You are referring to your department?—A. Yes.

Q. So that the principle of making the temporaries permanent is a principle that has been recognized on a pretty large scale recently?—A. Yes, we have a large number.

Q. And these temporaries have not even passed an examination in a great many instances?—A. That is a matter of information in the hands of the Commission.

Q. Is it confined to all those who were in the employ of the Government prior to November 10th, 1919?—A. Yes. They are particularly returned soldiers with us, although there may have been some men who were in many years ago.

Q. You were speaking about part-time employees and mention was made of wharfingers, harbourmasters and so on, whose salaries were down as low as \$25 a year, and other employees that Mr. Farrow mentioned, such as patrol men, part-time men, whose salary \$150, or whatever it may?—A. \$120, I think, is the minimum under your classification now.

Q. As an explanation I might say we have exempted all part time employees who have been appointed by the Commission who salaries do not exceed \$200.

*By Mr. Currie:*

Q. Did you get notice of that?

WITNESS: I don't remember having seen it. Was that recently?

Hon. Mr. ROCHE: Some time ago.

Mr. CURRIE: Would you mind bringing that memorandum so we will know the date?

*By Hon. Mr. Roche:*

Q. I will bring a memorandum. Recently we have been considering if we would not raise that figure of \$200, make it higher. Now you spoke of transfers, or at least you were asked some questions in regard to transfers?—A. Yes.

[Mr. Robinson Russell Farrow.]

Q. What has been your experience in regard to transfers in the past, and what I mean is not transfers in the inside service from one branch of your department to another which you can do without coming to the Commission, but I mean where transfers have taken place involving a change of residence, for instance, from Moose Jaw to Aylmer. Have such transfers as that in the past, where it has been under the control of the department alone, given much friction in the department?—A. No.

Q. Do you recall the transfer that was made before you became deputy?—A. Yes.

Q. From Moose Jaw to Aylmer, Ontario?—A. Yes.

Q. Of a certain officer?—A. Yes.

Q. Did not that cause a good deal of trouble?—A. Yes, it did.

Q. A member had almost threatened to resign?—A. They thought it should be a local appointment.

Q. There were two. One brought from Victoria to Toronto. An indignation meeting was held in Toronto about it. I know the Commission got a telegram. They thought we were responsible for it. We had nothing to do with it.

*By Mr. Currie:*

Q. Who really worked that? Take the case from the coast to Toronto, who worked that out?—A. I think it was the former deputy who recommended it.

Q. Who was that?—A. John McDougall. The facts are as far as the Toronto case is concerned, we had an extra appraiser at Victoria we did not need. We needed an appraiser at Toronto, and we felt it would be economy to transfer the man from Victoria to Toronto and it was done. I think that is justifiable.

Q. What branch of the appraisal was he on?—A. On dry goods.

Q. Did he have a home in Victoria, was he compelled to sell out?—A. No, he was quite willing to transfer. He was asked at first whether he would be willing to transfer. Of course we would not remove a man against his wishes.

Q. I think it would be only fair where you have an exceptional officer in an outside place that he should look forward to being promoted to a higher place in the cities where he would get a higher salary. I think it is according to the right principle of promotion, and your department did that?—A. Yes.

Q. It was not the Civil Service Commission did that?—A. No.

*By Hon. Mr. Calder:*

Q. Who worked the other one from Moose Jaw?—A. The department did that too. There was a vacant position.

Q. Do you remember that man's name?—A. At Aylmer. I think his name was Marlatt. The other man's name was Scott.

Q. What year was Marlatt moved in?—A. It was about two years ago.

Q. Was that after the Civil Service Commission had jurisdiction or before?—A. No, it was before.

Q. Did you have any correspondence from me with reference to it?—A. I don't think so.

*By Mr. Currie:*

Q. Was that done with the intention of getting Mr. Calder in wrong?

Hon. Mr. CALDER: If there is any correspondence there I want it brought the Committee. Will you inquire if there is any correspondence from me?

WITNESS: Yes.

Q. You will turn it over here? If there is any you will send it here?—A. Yes.

[Mr. Robinson Russell Farrow.]



*By Hon. Mr. Roche:*

Q. The objection on the part of the Toronto staff was that there were qualified men on the staff who were looking for promotion?—A. I know. But if we had a man qualified at another port, was that any reason why we should pay two salaries?

Hon. Mr. ROCHE: What Mr. Calder refers to is the man at Aylmer.

Hon. Mr. CALDER: If I remember the case, there some domestic circumstances in connection with it. Either his wife came from there or he came from there.

WITNESS: He came from there, I think.

Q. He simply asked me if there was any possibility of being moved down where his relatives were, and if I remember rightly, I wrote merely putting his statement before the department, that is all.—A. Yes, or, I don't remember anything.

*By Mr. Currie:*

Q. It was a good chance was it?—A. Yes, he was a good man, but the local people objected to him.

Q. He had previously belonged to that neighbourhood?—A. He had previously belonged to that neighbourhood.

Hon. Mr. ROCHE: Yes, he came East again. I think the real reason was the returned soldiers were looking for a position and it became vacant and they thought they should have it. The people at Aylmer thought the Commission had done it.

*By Mr. Currie:*

Q. Was that previous to the last election in Elgin?—A. Yes it was long before that. It was in 1917.

*By Hon. Mr. Roche:*

Q. You spoke about certain men who were appointed Collectors of Customs under the old system in various cities, some very good appointments?—A. Yes, very good.

Q. Were there not almost in every instance those who were brought in from the outside?—A. Oh yes, always.

Q. So they had no previous customs experience?—A. No.

Q. Did that not tend to discourage the staff, the members of the service who had spent many years in the service, and do you not think that as a principle promotion should be made to fill such higher vacancies?—A. I favour promotions always.

Q. So that under the old system, if the old practice prevailed very likely there would be an outside man brought in to fill the position. You then promote the next in line for promotion?—A. I don't see anything about that in the Bill. It speaks about labourers. It does not say about technical positions.

*By Mr. Currie:*

Q. Professional positions?—A. Yes.

Q. But it does not contain anything of that kind?—A. Not that I ever heard of.

Hon. Mr. ROCHE: Mr. Chairman, I would like to ask this question, in connection with promotions you spoke about.

*By Hon. Mr. Roche:*

Q. A question was asked by one of the members of the Committee if in a promotion to a higher vacancy that promotion was thrown open to everybody in the service even though he might be there only a year, and the statement was made, or you suggested restricting that to certain class or classes?—A. Yes.

[Mr. Robinson Russell Farrow.]

Q. I think that was followed up by an illustration that that was the law and we might or might not accept it?—A. I did not say that.

Q. One member of the Committee did. I would like to read the law:—

“(1) Promotions or increases of salary in the civil service shall be made for merit by the Commission on the recommendation of the deputy head. The deputy head shall in each case submit to the Commission a report in such form and containing such information as the Commission may require. No person shall be promoted unless he is to do work that is in the opinion of the Commission of greater importance and responsibility than he has hitherto done, or unless his work is in the opinion of the Commission such as to justify the promotion.

“(2) Every promotion shall be subject to a probation of one year unless after not less than six months probation the person promoted is confirmed in his position by the deputy head, such confirmation to be in writing. The deputy head may at any time during the period of probation cancel the promotion, when the cause of such cancellation shall be reported by the deputy head to the Commission; and the person whose promotion is cancelled shall then return to the performance of the duties in which he was previously engaged.”

It was in view of that provision of the Act that I ask it.

Mr. CURRIE: Supposing he has a technical officer in his department and you want an appraiser for such a purpose. You send out a circular all around that you want a man qualified to be an appraiser.

Hon. Mr. ROGUE: That is a new appointment, but this a promotion. Then again about the rating, Mr. Calder says, you practically have the rating done by the heads of your branches. It is true the departments keep an efficient record of the various employees, and the rating sheet we send out to the department asks a number of questions as to tact, suitability and so on, personality. As you said, he says “excellent,” “very good,” “good” or “poor,” but the department does not attach the weights to that, the Commission does that.—A. Sure.

Q. There are weights attached to efficiency?—A. Yes.

Q. And the Commission attaches those weights?—A. Yes.

Q. So it is not the heads of departments attach that?—A. Yes, but it is not the head of the branch that does it either, because in some instances I don't agree with that. There might be a difference of opinion as to the merits of the two men.

Witness retired.

The Committee adjourned on Friday May 13, at 11 o'clock a.m.





SPECIAL COMMITTEE

ON

Bill No. 122

An Act To Amend The Civil  
Service Act, 1918

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MINUTES OF PROCEEDINGS AND EVIDENCE

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No. 9.—Friday, May 13, 1921

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WITNESSES:

B. General W. S. Hughes, Superintendent of Penitentiaries. Page 231

K. M. Cameron, Asst. Chief Engineer, Department of Public Works.  
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Dr. D. A. Clark, Asst. Dept. Minister, Dept. of Health. Page 257

Mr. O. Higman, Director of Electricity and Gas Inspection. Page 269

SPECIAL COMMITTEE ON BILL No. 122, AN ACT TO AMEND THE  
CIVIL SERVICE ACT, 1918.

HOUSE OF COMMONS,

COMMITTEE ROOM,

FRIDAY, May 13, 1921.

The committee met at 11 o'clock, a.m.

*Present*:—Messrs. Spinney (in the chair), Argue, Calder, Charters, Cruise, Ethier, Euler, Gauthier, Griesbach, Johnston, Kennedy (Glengarry), Scott, and Thompson (Yukon).—12.

The minutes of the last meeting were read and confirmed.

Messrs. Roche, Hughes, Cameron and Lynch were in attendance.

General W. S. Hughes, Superintendent of Penitentiaries, Department of Justice, was called, sworn and examined by members of the committee and discharged from further attendance.

Mr. K. M. Cameron, Assistant Chief Engineer, Department of Public Works, was called, sworn and examined by several members of the committee and having concluded his evidence was discharged.

It being 1 o'clock, p.m., the committee adjourned until 8 o'clock, this day, Messrs. Clark, Higman and Lynch to be then called.

FRIDAY, May 13, 1921.

The committee met at 8 o'clock, p.m.

*Present*:—Messrs. Spinney (in the chair), Argue, Calder, Charters, Currie, Dèchéne, Euler, Gauthier, Griesbach, Kennedy (Glengarry), and Thomson (Yukon).—11.

Messrs. Roche, Clark and Higman were in attendance.

Dr. D. A. Clark, Assistant Deputy Minister, Department of Health was called, sworn and examined, and having concluded his evidence was discharged.

Mr. O. H. Higman, Director of Electricity and Gas Inspection, was called, sworn and examined and discharged from further attendance.

The committee adjourned at 10.15 p.m., until 11 o'clock, a.m., Saturday, the 14th instant. Messrs. J. C. O'Connor, C. G. MacNeil and Patterson to be then called and examined.

E. K. SPINNEY,

Chairman.

## MINUTES OF EVIDENCE

FRIDAY, May 13, 1921.

The Special Committee appointed to consider Bill No. 122, an Act to amend the Civil Service Act, 1918, met at 11 o'clock, the chairman, Hon. Mr. Spinney, presiding.

The CHAIRMAN: We have General Hughes present.

General WILLIAM S. HUGHES sworn.

*By the Chairman:*

Q. What is your official position?—A. Superintendent of Penitentiaries.

Q. You have supervision of all the penitentiaries, I suppose, General?—A. Yes.

Q. The object of calling you was to give evidence before this committee who are dealing with proposed amendments to the Civil Service Act. You have seen that Bill, I suppose?—A. Yes.

Q. We would be very glad to get your views with regard to the present conditions or the possibility of making any change in the present law and regulations.

*By Mr. Thompson (Yukon):*

Q. Shall we ask the General how many employees there are?

The CHAIRMAN: Yes.

WITNESS: My deputy minister has given evidence already, and if it would be agreeable to you I would very much prefer if you would ask me the questions you want to ask and let me answer them.

*By Mr. Thompson (Yukon):*

Q. Did you ask the General how many employees there are in his department?—A. 416 permanents.

Q. Have you any temporary employees?—A. A few. They fluctuate. They are perhaps on to-day and next week they are gone.

*By Hon. Mr. Calder:*

Q. What is your title again, General?—A. Superintendent of Penitentiaries.

Q. How many penitentiaries have you under your jurisdiction?—A. Well, we still have six that are working and one that is pretty nearly closed up now.

Q. That is the Edmonton one?—A. That is the Edmonton one.

Q. You have six of these?—A. Yes.

Q. How many employees in all these penitentiaries?—A. 416.

Q. Will you enumerate the classes? For example, you have to begin with your warden?—A. We have a general. It includes the warden, the doctor, the chaplain, the accountant, all the clerical men, engineers and so on.

Q. Besides that?—A. Then we have the police.

Q. Your guards?—A. Deputy warden, chief keeper, and all the guards and keepers.

Q. They are classified in various classes?—A. Yes.

Q. I suppose you have cooks?—A. Stewards and their assistants, yes.



Q. That is the inmates of the penitentiaries do not look after that work?—A. They assist. In fact we do all our own work. We do not hire any outside work at all. We do not pay outside men a dollar to do any work for us. We have expert instructors in all the branches, and we teach the inmates to do the work and they do the work. We have our electric system, of light and everything of that kind. We have it in the large institutions.

*By Mr. Ethier:*

Q. Do you remember what was done in the penitentiary of St. Vincent de Paul in regard to lighting the village?—A. Most of the lighting of the village we are doing yet, but we expect to be relieved of that very shortly as we have too heavy a load for our machinery.

*By Hon. Mr. Calder:*

Q. Have you any part time employees? That is, men who do not devote their entire time to the service?—A. A few.

Q. How many?—A. Some chaplains and some surgeons.

Q. In some of the penitentiaries the surgeon gives his entire time, but he is on annual salary?—A. Yes.

Q. In others he simply comes in when required, and you give him an allowance?—A. No, he comes in each day and remains a certain time, and comes back when called.

Q. He comes each day?—A. Excepting Sundays.

Q. Does he get a special fee when he is specially called?—A. No, he gets a part-time salary.

*By Mr. Ethier:*

Q. Are the guards appointed by the Civil Service Commission or by the warden?—A. All the appointments are made by the Civil Service Commission at the present time.

Q. Including the guards?—A. Yes.

*By Hon. Mr. Calder:*

Q. You say all appointments, temporary and permanent, are made by the Civil Service Commission?—A. Yes.

Q. The evidence we have received so far is to the effect that where you employ a man for thirty days you can do so on your own authority?—A. We don't call that a permanent.

Q. What do you call that?—A. Emergency. A man whose employment is for less than thirty days is taken on as an emergency; his application is reported by the warden and he sends in a declaration, what is known as an emergency, and that goes through my office to the deputy minister. Those are temporary employees. We have an emergency class for the new business that the warden takes on himself, and the Civil Service Commission does not interfere with that because his employment is less than thirty days, but if it goes over thirty days we have to get permission.

Q. Supposing an emergency existed and you wanted a man immediately you would put the man on and the warden would for that thirty-day period notify the commission.—A. If it is thirty days we put it through, but if it is under thirty, we don't.

Q. If it is under thirty days you make it yourself or the warden does?—A. The warden takes the man on. You understand with us that has to be done sometimes very frequently. We are not guarding bales of hay or anything of that kind.

[General William S. Hughes.]

*By Mr. Euler:*

Q. You could not always tell whether you require a man for thirty days or longer?

—A. If he is to be sent in for thirty days. We send in a declaration for his appointment.

*By Hon. Mr. Calder:*

Q. Suppose an emergency exists and at the end of thirty days you keep him on?

—A. If we knew it was going to be imperative we should further employ him we send to the commission a declaration of temporary employment asking for their declaration on the temporary period.

Q. Do you know of any case where that employment has gone over thirty days with the approval of the committee?—A. Yes, temporary employment has lasted some times six months.

Q. Have you got one man now?—A. Yes.

*By Mr. Griesbach:*

Q. That is not emergency employment?—A. No, that is a temporary.

*By Hon. Mr. Calder:*

Q. What is this man's name?—A. We have at present taken on a gentleman at St. Vincent de Paul named Clark.

Q. For how long?—A. For six months, as an additional mason instructor during the summer assisting in the work.

Q. How long has he been on now?—A. About ten days or two weeks.

Q. You say sometimes they are on for six months. Give me an example where a man has been on for six months?—A. We have temporaries on almost every summer.

Q. Can you think of any one at all in those penitentiaries?—A. Yes.

Q. What is his name?—A. We had a man—

Q. Never mind, the name?—A. Archambault.

Q. What penitentiary is he in?—A. St. Vincent de Paul. He is occupying a similar position to what Clark is doing this summer.

Q. How long has he been on?—A. He was let go last fall at the expiration of six months.

Q. Why was that position not filled, general?—A. Because, we don't require it during the winter months, but in the summer when we are rushing our building we do require him.

Q. In that kind of service would you issue a certificate from time to time?—A. We put in an application for the employment. That goes forward with recommendations from the deputy minister to the Civil Service Commission and they either approve or disapprove. We have to advertise that just the same as a permanent position. If we only want them for two months we advertise it.

Q. Was there an advertisement in that case?—A. Yes.

Q. Did you get any answers?—A. No.

*By Mr. Ethier:*

Q. Why is not the man appointed?—A. He is temporary for six months.

Q. Since about fifteen days, a man named Clark is doing the same work as Archambault was doing last year?—A. The same work.

Q. How is it Archambault being six months was not there this year?—A. Because of some faulty construction he put up last fall.

Q. Was he dismissed last fall?—A. He was just let go. It is not a dismissal.

Y. The work was not over?—A. He goes off automatically at the end of his term.

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*By Hon. Mr. Calder:*

Q. Take in so far as that class of appointment where you want a man only for three or four or five months, do you think it is best that the Civil Service Commission should deal with or would you prefer to do it yourself?—A. No, I would prefer they would do it, very much.

Q. Why?—A. Under the system in which they appoint them it gives our warden practically full control over them, because it gives our warden an opportunity to see whether they are satisfactory to him or not, and if they are not he has only to let them go. Under the old system if we were saddled with a bad man we would have to keep him. We had no power to dismiss him.

Q. Under the system none of the officials of the Government have power to dismiss him?—A. I would not say that.

Q. What would you say?—You could not dismiss a man unless you had something on him.

Q. I can dismiss any man in my department to-morrow.—A. I don't doubt that so far as you are concerned, but put yourself in the position of the warden of a penitentiary you would not be able to do that some years ago, they could not do it.

Q. Is it because some member of Parliament would not allow it?—A. Some person would not.

Q. If the warden reported to the chief inspector and the chief inspector reported to the deputy and the deputy reported to the minister there was a man up there that was no good, he should be dismissed.—A. You could not get rid of him.

Q. You could not get rid of him?—A. Not very well unless you had something against him to report.

Q. I am asking if the man is not doing his duty, he is no good, I am asking that. You stated in fact he could not be dismissed?—A. In theory I am not correct. In practice I am correct.

Q. Were you in the Government service before?—A. Twenty-nine years, all in penitentiaries.

Q. In what capacity?—A. I have been everything from warden's secretary and clerk of industries up to superintendent, pretty nearly.

Q. Your experience under the old system was to the effect that if a man should be dismissed for good cause they would not dismiss under the old system?—A. Yes.

Q. Let us have straight what the reason for that was.—A. I would say because they had too much political support.

Q. Under the system as it now exists if a man is of bad character, dismissal takes place very easily without interference?—A. Yes. In fact the deputy minister has given me a memorandum to state that if we have a man who is not satisfactory to us all we have to do is to issue a report.

Q. Say we amend the law so that condition prevails then would you hope for your appointments being made by your warden?—A. I would like to read the amendment first before I give you an answer to that.

*By Mr. Ethier:*

Q. What do you mean by saying a man with whom you are not satisfied?—A. A man with whom the warden is not satisfied. If at the present time we have men with whom we are not satisfied we suspend for wrong doing. We cannot get rid of those men even now without an investigation into their suspension.

*By Hon. Mr. Calder:*

Q. That is proper. No man should be dismissed except for cause, and the cause should be proven. You can give to any group of officials the right to dismiss for proper cause.—A. You don't imagine any person attempts to dismiss them without getting cause.

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Q. I think you will agree an investigation should be held?—A. Absolutely no. There was an investigation held, a very thorough one in the last three weeks.

Q. Do you mean to say a man should be dismissed without investigation?—A. No, there is always an investigation held by the warden, and there was an investigation held into this by higher authority than the warden and still we cannot get rid of him.

*By Mr. Ethier:*

Q. Is it a private investigation, or is the defendent himself invited to assist? Is it done privately by the officers without the presence of the accused party?—A. Never. The man is always there. The man is always there at any charge put against him.

*By Mr. Griesbach:*

Q. Have you written procedure in every investigation? Have you any law for the penitentiary? Is there any regulation which provides for inquiries?—A. Yes.

Q. What do you do with the man? Do you put him under arrest or suspend him?—A. No, we might suspend him and we might not.

Q. What is the procedure?—A. The procedure is he is brought before the superintendent or the inspector.

Q. In the meantime he carries out his duties?—A. Perhaps and perhaps not.

Q. Here is a guard who misbehaves himself; he got drunk; he may be negligent; or carry something into a prisoner; or accept bribes?—A. If such a case comes under section 128, it says he should be dismissed.

Q. Dismissed at once?—A. Yes. There is no investigation in that case. All the warden has to do is to satisfy himself thoroughly that the man was drunk.

Q. There is an investigation into the facts by the warden—A. Certainly.

Q. You conveyed the idea that they exercise an arbitrary power without consideration or investigation?—A. I think you misunderstood me.

Q. I understand you perfectly. I know some of the procedure.—A. There is an investigation into every charge against any person by the warden who reports.

*By Hon. Mr. Calder:*

Q. Even if the man were drunk he investigates?—A. He investigates and ascertains for himself for his own satisfaction.

*By Mr. Griesbach:*

Q. When he makes that investigation he brings all parties before him. The man can call evidence to prove he was not drunk?—A. Yes, every charge is made in writing.

Q. Is there a return to your office of the evidence in the case?—A. Yes.

Q. Is the evidence written down?—A. Yes.

Q. Are the witnesses sworn?—A. Not always.

Q. Can they be sworn?—A. Yes.

Q. Is the evidence signed by the party who gave the evidence?—A. Yes.

Q. Then it comes to you with a report of the warden?—A. Yes.

Q. What do you do with it?—A. I forward it to the deputy minister.

Q. That is the procedure in all cases?—A. Yes.

Q. That is the investigation which takes place?—A. Yes.

*By Mr. Euler:*

Q. Under which system is it easier for you to get rid of objectionable or inferior men?—A. Since I have been in control I have had no trouble getting rid of men with the exception of a few cases, objectionable cases.

Q. Would you say it was easier under the present system than under the old?—A. I don't know about getting rid of a man, that there is much difference when it

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comes up to us. The warden has the authority more than he ever had. As soon as the case comes forward to us I don't know that there is very much difference. The warden has much more authority than he ever had.

*By Mr. Thompson (Yukon):*

Q. Do you approve of that?—A. Yes.

*By Mr. Ethier:*

Q. Has the warden of the penitentiary been reinstated?—A. He resigned last fall. He was forty-two years in the service. He resigned last fall, we are sorry to say.

Q. Who is the warden there now?—A. There is no warden at the present time. The deputy is acting. Mr. Fitzgibbon is the deputy and Mr. Malapart was the warden.

*By Hon. Mr. Calder:*

Q. Where is that vacancy?—A. St. Vincent de Paul.

Q. Do you think that appointment should be made by the Governor in Council or made under your recommendation?—A. If we had a man down there to be promoted I would say it should be made by the Civil Service Commission, and they invariably have appointed those who have been recommended by the warden and by the inspector and myself to the deputy minister and if he approves it goes to the Civil Service Commission and it goes to the Governor in Council.

Q. Is that for the wardenship alone?—A. No.

Q. That applies to deputy wardens?—A. Yes.

Q. It applies to wardens?—A. Yes.

Q. It applies to chaplains?—A. It applies to surgeons. I cannot say it applies to chaplains, because we have no promotions to make in those cases.

Q. I am speaking of appointments?—A. The appointment and promotion are different. May I detail to you how promotion is made?

Q. Not just for the moment. You stated in every instance, if I understood your evidence you had no trouble with the commission because I was speaking of the methods of appointment to this vacancy and you made the general statement you would prefer the commission should deal with it.—A. You asked me about the promotion, not the appointment.

*By Mr. Ethier:*

Q. Talk of the warden?—A. That is an appointment.

*By Hon. Mr. Calder:*

Q. Let us come back so we will understand: There is a vacancy in what penitentiary?—A. St. Vincent de Paul.

Q. I asked the question as to whether or not you would prefer that that appointment should be made by the department on the recommendation of the Civil Service Commission or by the officials dealing with penitentiary matters. You said in return you preferred the Civil Service Commission should make the appointment because you and your chief officials had no difficulty in getting this appointment made because the Civil Service Commission carried out your suggestion.—A. Then you are combining two answers. You are combining a portion of an answer I made regarding particular promotions with an answer which I made regarding appointments.

Q. I was dealing with the appointment to be made.—A. When you mentioned the matter first, according to the way I heard you, you mentioned promotion.

Q. I did not mention promotion?—A. I am sorry.

Q. At any rate in so far as that position is concerned you would prefer that some man in the service, if he is available, should be promoted to that position?—A. Had

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we had a man in the service of whom we could have said, "This man is worthy of becoming warden of that institution" and we had made that statement to the Civil Service Commission I am satisfied that they have done as they have done in other cases.

Q. In all cases?—A. In all other cases. The position is advertised within our institutions for applications from those eligible for promotion to the position which is vacant and the applications for promotion come in from the different institutions. These are compiled and sent forward, supported by recommendations from the various wardens and then passed upon by the inspector and myself and the deputy minister. That goes forward to the commission who further investigate the case; if necessary, hold examinations and make the appointment.

Q. Have you appointed a warden within the last two years?—A. Oh, yes.

Q. Where?—A. When I say appointed, we have not appointed; we have promoted.

Q. Have you promoted one?—A. Yes.

Q. Who was he?—A. We promoted the deputy warden of the penitentiary at Edmonton to Dorchester Penitentiary.

Q. Did all the men in your service have an opportunity of applying?—A. Not in that case.

Q. Why not in that case?—A. Because the warden at Edmonton had moved away and that deputy who was in charge there was immediately made warden on the recommendation of the Minister of Justice to the commission.

*By Mr. Euler:*

Q. So other things being equal you think it should go to a man eligible in the local institution?—A. If we consider we have a man who is worthy of promotion we always notify them.

*By 'Hon. Mr. Calder:*

Q. Was that case dealt with under the present law? You say that man, without giving others an opportunity at all, on the recommendation of the deputy minister—A. I said the minister.

Q. Was appointed warden?—A. Yes.

Q. What does the minister have to do with it?—A. The recommendation went through the Civil Service Commission and he was transferred from Edmonton to Dorchester.

Q. Was he appointed warden at Dorchester under this law on the particular recommendation of the Minister of Justice?—A. Yes, and his recommendation was supported first by the man under him who had served as warden, supported by the inspectors and myself and the deputy minister and the minister and came back to me approved by the Minister of Justice and went back from me to the Civil Service Commission.

Q. Nobody had an opportunity to try for this position?—A. We did not consider we had anybody else eligible.

Q. Should not the Civil Service Commission have gone outside and tried to find somebody?—A. I don't think so, not if we had a man whom we could promote; there were none eligible.

*By Mr. Ethier:*

Q. There were none in Dorchester?—A. Nobody, and not in St. Vincent de Paul.

Q. Nobody qualified in the Dorchester penitentiary, except a man from Edmonton?—A. Not in the Dorchester penitentiary.



Q. That is quite a surprise?—A. We have not anybody in St. Vincent de Paul now. There is not anybody in St. Vincent de Paul now qualified to be promoted to a warden.

Q. I think there are some at St. Vincent de Paul.

*By Hon. Mr. Calder:*

Q. Your statement that that appointment was made on the straight recommendation of the minister is hardly borne out by the facts. As a matter of fact the minister simply transmitted all the recommendations that would come up to him from the officials dealing with the matter.—A. And finally approved of by himself.

Q. In the first place recommended by the previous warden, recommended by you and by the deputy?—A. Yes, I don't remember whether the deputy minister recommended him or not, I am not positive about that, but I know the minister did.

Q. But at any rate it was not made on the straight recommendation of the Minister of Justice, I think, his recommendation alone?—A. I think the commission acted on his recommendation.

Q. With nothing to support?—A. He had a good deal to support it on the file that went before them.

Q. It was not a political appointment?—A. Oh, no.

*By Mr. Euler:*

Q. Under the law is the minister supposed to have any say in the recommendation to the Civil Service Commission?

HON. MR. CALDER: Not as I understand it. I would like to see that file, because I know so far as I am concerned I have never forwarded any recommendation in any way, shape or form.

WITNESS: The file bearing the minister's recommendation went to the commission through the deputy.

*By Mr. Euler:*

Q. My idea is that the minister had nothing at all to do with it. It would go direct from your authorities at the penitentiary to the deputy minister, from him to the commission without the minister seeing it at all. In this case you are sure the minister did make the recommendation?—A. I am sure he approved the promotion.

*By Mr. Ethier:*

Q. The Prime Minister too?—A. No, I don't think he knew anything about it at all.

*By Mr. Euler:*

Q. Will you bring your file relating to that, and also obtain from Mr. Newcombe the right to bring his file here? What was the name of the man who was appointed?—A. William Meighen.

*By Mr. Ethier:*

Q. He is the Prime Minister's brother, is he not?—A. I think so.

Q. There were no politics in it?—A. I am sure he was a good man.

Q. How long had he been employed at Edmonton?—A. I think over thirty years.

*By Mr. Euler:*

Q. It would be a peculiarity however. That is the only case we have heard of where a recommendation is supposed to have gone from the minister himself. I

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don't think we have had any other instance.—A. I don't say the minister recommended it. The minister approved of promotions going forward.

Mr. EULER: That is the only instance we have had of that.

*By Mr. Ethier:*

Q. You have already stated it was under the recommendation of the Minister of Justice he was appointed?—A. It was under the Minister of Justice's recommendation the Civil Service Commission appointed him. The minister approved of his promotion.

Q. Did he recommend or approve?—A. He approved.

Q. Had he recommended him too?—A. I don't think he recommended it in the sense you are trying to bring out now. He approved.

*By Mr. Griesbach:*

Q. First of all there was the promotion of this man from the office of deputy warden to that of warden. That is the first thing that happened?—A. Yes.

Q. Was the law complied with in that case?—A. Yes.

Q. Then the next thing that happened was the transfer?—A. Yes.

Q. Was the law complied with in that case?—A. Yes.

Q. There was no departure from the usual practice in either case?—A. No.

*By Mr. Euler:*

Q. In either case is it the law that the minister shall even approve?

Mr. GRIESBACH: No.

WITNESS: We usually send our documents endorsed now, and I know in this case he approved the promotion.

Mr. EULER: This seems to be an exceptional case so far as we have heard evidence.

*By Mr. Johnston:*

Q. What time elapsed between the time he was appointed from deputy to warden, and a further appointment?—A. That would not be a further appointment. It would be a transfer. He was appointed just about the time we got authority to close Edmonton and he took charge of Edmonton and was warden for a short time and was transferred to Dorchester.

Q. Was there anything to close up?—A. Yes, it was there till August and he was appointed somewhere around March or April.

*By Mr. Euler:*

Q. You know, as a matter of fact, under the law any man who was appointed, or transferred or promoted should have his appointment recommended or endorsed by the minister himself?—A. No, not by the minister.

Q. But it was done in this case?—A. Well, the documents—before we submitted any to the Civil Service Commission, I submitted the documents suggesting, in fact recommending that this man should be transferred.

Q. To whom did you submit that document?—A. I submitted that document through the deputy minister and I think I am quite safe in saying I have the document with the minister's approval on it.

Q. Did it go to the minister or the deputy?—A. All my documents go to the deputy.

Q. If you know that went to the minister it must have gone through the deputy first?—A. I think the document bears his signature. I would be very much surprised if I was mistaken.

*By Mr. Griesbach:*

Q. Is not the promotion or the transfer of a warden one of the supreme acts of promotion in your service?—A. Yes.

Q. Is it not a matter that calls for more consideration than the ordinary?—A. Yes.

Q. When you transferred Hunsford from Edmonton to Kingston did you observe the same procedure?—A. Yes.

Q. Did the minister know of that and acquiesce in it?—A. He knew about it some time before.

*By Hon. Mr. Calder:*

Q. Can you think of any other appointments to the position of deputy warden?—A. You mean a promotion.

Q. Yes. Well, take a promotion?—A. Yes, we had three promotions to deputy warden's positions last summer.

Q. Name one of them?—A. A man named Elsdon was promoted from chief keeper; that is the position next to the deputy warden in seniority in the penitentiary at Dorchester.

Q. In that case could any outsider apply for the vacancy?—A. No, it was advertised within the different penitentiaries, and there were a good many applicants.

Q. Do you know how many applicants there were in that case?—A. I think six or seven at least. I would not be positive.

Q. Who writes those forms?—A. Partly the warden who sends them in and partly ourselves and through the Civil Service Commission.

Q. Who sends in the final ratings to the commission?—A. The deputy minister.

Q. Upon whom does he depend in turn?—A. Subordinate officers, the warden and myself.

Q. What part did you play in that particular case? How many were there?—A. If I remember there were seven or eight.

Q. Seven or eight finally come before you as the chief officer?—A. Yes.

Q. What did you do with those?—A. Well, we usually are able to act—

Q. You, yourself, as superintendent?—A. We are usually able to acquiesce in what a warden recommends.

Q. You have five or six different wardens. Applications will come in from different penitentiaries. One warden would recommend B and another C.—A. Then we have the records of all those officers to go by and base our opinion and further recommendations to the deputy minister on the past records of the men.

Q. You take these six or seven men from your knowledge and from the statement sent in by the warden and you send them over to the commission with their ratings. Who filled out the final ratings that go to the men?—A. They are signed by the deputy minister.

Q. They may be signed by him, but he does not know anything about it?—A. They are filled out in our department.

Q. By yourself?—A. Sometimes by myself and accepted by the inspectors.

Q. Do you finally approve them yourself, the ratings?—A. Yes, I would not put the rating before my deputy minister to sign if I did not approve of it.

Q. A, B, C, D, E and F. We have gone over them all. You have the recommendations of your warden. You discuss that sometimes with your inspectors and finally decide among those men what their rating shall be as placed before the commission?—A. Yes.

Q. When you send that over do you send with it recommendations as to which of those six men in your judgment should be appointed deputy warden?—A. We set forth a classified letter covering the promotion papers which the deputy minister

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also signs, drawing the commission's attention to the weak points or the strong points of the applicants as we see it.

Q. As you have decided?—A. Yes.

Q. Do you finally when that goes over to the commission make a straight recommendation as to whether A, B, C, D, E or F should be appointed?—A. In some cases we do. In some cases we say the men are about equal.

Q. In this particular case did you?—A. In this case at Dorchester we recommended that man be appointed.

*By Mr. Ethier:*

Q. Was he appointed?—A. They promoted him, not appointed.

Q. So I presume you and the inspectors are really the masters of the appointment or promotion?—A. I would not say that; say through the warden.

*By Hon. Mr. Calder:*

Q. Who were the two others?—A. A man at Kingston named Tucker was promoted from a position of chief keeper to deputy warden, and a man named Patchell was promoted from chief keeper to deputy warden in British Columbia.

Q. In both those cases are those on your recommendation to the deputy?—A. Yes.

Q. The man got the job?—A. I don't think they could do anything else. It was left to this commission to decide.

Q. When you came to the conclusion in your department why did you not make the appointment straight? What was the use of bothering the Civil Service Commission? They have not anything to do with it except to put their stamp on it?—A. They had considerable to do with it besides that. Before they made any one appointment there were a great many questionnaires.

Q. In your office it came down to a point in all three of those cases you made your recommendations as superintendent of these penitentiaries and the person you recommended was appointed?—A. Yes, in those three cases they were appointed.

Q. Can you give me the case of a deputy warden where your recommendation was not carried out?—A. No, those are the only three that were filled.

Q. Can you give me a case of a warden where the recommendation was not carried out?—A. There was no warden appointed, there were two transferred.

Q. Can you give me the case of a keeper where your recommendation was not carried out?—A. No.

Q. Can you give me the case of a guard where the recommendation as it came up from your warden has not been appointed?—A. Yes. I know where guards have been turned down.

Q. Can you give me a case where recommendation has gone from yourself that the Civil Service Commission have turned down?—A. I say when the warden was turned down I was turned down.

Q. What was that in connection with, some of the guards?—A. They have turned down a number for lack of residential qualifications.

Q. Let us have one?—A. I cannot recall the names, there have been two or three at Stony Mountain penitentiary.

Q. Where was one of these, at what point?—A. Stony Mountain penitentiary.

Q. Why was he turned down?—A. Lack of residential qualifications.

Q. What do you mean by that?—A. He had not been long enough in the country.

Q. There is a rule or regulation to the effect that a man must be a British subject. He must reside in Canada so many years and he was simply turned down under the law, but where a man has the qualifications, where he has the necessary residence qualifications and came strictly under the law, do you know of one single guard that you recommended who was turned down?—A. Yes. I am quite satisfied

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we have on our files letters saying such and such a man cannot be appointed. I know of one case where they sent us a letter saying he could not be appointed.

Q. Would I be safe in saying this, General, that in 99 per cent of all those cases of appointment and promotions that your recommendations have been carried out?—A. I would not say that.

Q. Can I say 95?—A. I would say most of them.

Q. Most of them would be only 51 per cent.—A. There are some of them that they don't. You know that a guard is a discipline officer. The Civil Service Commission interfered an awful lot with that because it is a discipline promotion. It is just like the Mounted Police, or a soldier.

*By Mr. Ethier:*

Q. There is no exception in the Civil Service Act.

*By Hon. Mr. Calder:*

Q. Oh, yes; all promotions are made by the commission. That is not true in the militia.—A. They are ranked just like the men in the militia. The deputy warden represents a man second in command, the chief keeper third. The chief keeper must be educated to the position and he should be appointed if he is a good man. In this case last summer they were outstanding. In the clerical positions there is a difference.

Q. Would you say in so far as your guard, wardens, deputies and so on, so far as promotions are concerned, that those promotions should be an internal matter to be dealt with by the department and its chief officers, or should the Civil Service Commission deal with it?—A. No, I would say no.

Q. For what reason?—A. For the simple reason that under the old system we have never been able to make promotions.

Q. Under the present system, on your own evidence you make all promotions with few exceptions.—A. I would say they are made on recommendations which originate with the warden of the institution supported by myself and the deputy minister. There is no question of any deviation from that, but we have not been able to do that in the past.

*By Mr. Euler:*

Q. Why not?—A. You would have to ask a politician that.

Q. That is the answer I expected.

*By Hon. Mr. Calder:*

Q. Is it the policy and the purpose that men shall join the penitentiary service at the bottom and that thereafter as far as possible all higher positions shall be filled from the men in the penitentiary service?—A. That is the only sensible policy.

Q. Do you support it?—A. Yes, and we are able to pretty well work that out in so far as our discipline of the staff is concerned under the Civil Service Commission, but we never were before. May I tell you something. Some years ago we had a deputy wardenship vacant in one penitentiary.

Q. Where?—A. Please don't ask me where. And the Minister of Justice, who was then in charge, is now dead. He sent for me to ask me something or another about the duties of the position. I was taken here to his Red Room in the Senate where I had an hour or so private conversation with him, and he said to me "They ask me for a commission to make some vacancies in order to give them an opportunity to let some of their political followers get a job." They got a commission and they made eleven, if I think correctly, he said, vacancies, and the first thing the executive, the political executive of the town in which the penitentiary was situated did was to recommend me a greengrocer for the position of deputy warden.

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*By Mr. Griesbach:*

Q. A grocer in the business of selling vegetables?—A. I am repeating exactly as he made the statement to me.

Q. You did not inquire whether he was a greengrocer or a greengrocery man?—A. A man is known under that appellation, who sells vegetables and so on. He said, "In order to avoid appointing him I sent a policeman to take his place, to be executive head of an institution of three hundred or four hundred people, to control that expenditure of several hundred thousand dollars, and he could scarcely write his own name." Now we have got away from that, thank goodness, and we are getting into our service this last year men who in years to come will be a credit to the institution and will get promotion in it.

*By Mr. Ethier:*

Q. Was that greengrocer appointed?—A. Oh, no. He said he appointed the policeman to avoid appointing the greengrocer, and I have known many examples similar.

Q. Was the policeman qualified?—A. No.

Q. Will you tell me what happened about the deputy warden at St. Vincent de Paul, Mr. Pratt? He was deputy warden under Malapart?—A. Deputy warden.

Q. Yes.—A. He left our service to take the general managership of a concern in Montreal, a position worth about \$7,000.

Q. When did he leave?—A. About seven or eight years ago.

Q. What is the name of the present deputy warden?—A. Fitzgibbon.

Q. What did he do before?—A. He had been a guard, a keeper and storekeeper for thirty-one or thirty-two years.

Q. Who was the first chief after the deputy warden?—A. A man named Claremont. He is still chief keeper there.

Q. Why was he not promoted?—A. Because he was not qualified. I hate to say those things publicly about people who work under me, but that is true. He was not qualified.

Q. Fitzgibbon who was appointed ahead of Clark, you say he was not qualified for warden.—A. He is not qualified for warden. There is a difference between deputy and warden.

Q. How is it that he is there administering the institution since Malapart left? How is it he is in that position if he is not qualified? He is controlling the administration of St. Vincent de Paul.—A. We have had an inspector on the job assisting him most of the time.

*By Mr. Scott:*

Q. In so far as your work is concerned your opinion is that this is a check on the Civil Service, on these promotions you recommend that it is no detriment at all, that it is a good thing, that is, that they really make the appointment, and the other proposal was that you should leave entirely in the hands of such men as yourself the completion of it and not go to the Civil Service Commission at all. In other words, it should be in your own hands to make the appointment?—A. I would much prefer it should go to the Civil Service Commission because they bring out matters in connection with some of the applicants that we don't, and we have six months after they do appoint a man in which to find out all about or let him go, and there are no questions asked.

Q. Would there be any objection to that being placed in your department's hands?—A. Do you mean by placing it in our department to go back to what it was before?

Mr. ARGUE: Nobody says that.



*By Mr. Euler:*

Q. What would it mean? He goes back to the old system with the exceptions mentioned in the Bill.

*By Hon. Mr. Calder:*

Q. There is one important section of the Bill that is that any man appointed must receive a certificate within six months certifying from the commission that he is qualified. There is that difference in the proposed Bill that any man who is appointed is not appointed permanently. He is appointed as a temporary and he cannot continue longer than the six months, if I understand the Bill, until his certificate comes from the Civil Service Commission that the man is qualified.

HON. MR. ROCHE: I think you are conflicting the appointment of rural postmasters and technical men. There is no such provision.

HON. MR. CALDER: These are not technical men.

*By Mr. Thompson (Yukon):*

Q. How many penitentiaries are there in Canada?—A. Seven.

Q. Will you name them?—A. New Westminster, British Columbia; Edmonton, Alberta; Prince Albert, Saskatchewan; Stony Mountain, Manitoba; Kingston, Ontario; St. Vincent de Paul, Quebec; Dorchester, New Brunswick, for the three Maritime Provinces.

*By Hon. Mr. Calder:*

Q. It goes on to say, "Provided that, except in the case of manual labourers, and professional, scientific and technical officers as above described, no person appointed shall be retained in employment by this subsection unless the person appointed shall obtain within six months from the date of his appointment a certificate from the Civil Service Commission, to be given with or without examination as may be determined by the regulations of the commission, that he possesses the requisite knowledge and ability for the performance of the duties of the office or employment for which he has been selected."

The proposal is this. These men virtually make the appointment now. They have all these delays and all the extra work, that is required to have the Civil Service Commission deal with them "they shall not continue in those positions longer than a period of six months unless the Civil Service Commission certifies they are qualified."

MR. EULER: They might certify they are qualified. I don't question that, but the method of appointment will be open to the old objection the General was thinking of.

HON. MR. ROCHE: In the present practice we have to certify we are getting the best men out of a number of men after competition.

HON. MR. CALDER: As a matter of fact in this case you may give them a certificate that you are getting the best men out of a number of men, but as a matter of fact that is not decided by the commission, but by the officers of the department.

HON. MR. ROCHE: I beg your pardon.

HON. MR. CALDER: In this particular case. The General said he thinks there are some, but he has not been able to give us an instance of where his recommendations, where they were within the law, were not carried out by the commission.

WITNESS: That is promotions you are speaking of.

Q. What class of appointment will we call?—A. Take the clerical men.

Q. I don't think we will worry over your clerks at all.

[General William S. Hughes.]

*By Mr. Euler:*

Q. Would this be true that while the Civil Service Commission would certify that a number of men are qualified, and the department we will say would make the appointment, the competitive feature of it would disappear. Is that the case, Dr. Roche?

Hon. Mr. ROCHE: Yes. For instance, No. 1 would not get the appointment as he does under the present regulation.

Mr. SCOTT: Has it not been pretty well established that that competitive feature, as far as the commission is concerned, is pretty well eliminated according to what the General says there?

Hon. Mr. CALDER: Not in so far as promotions are concerned. The competition is within the service.

Hon. Mr. ROCHE: In my evidence I get quite the contrary evidence.

*By Mr. Thompson (Yukon):*

Q. Do you say that competition under the present system is practically eliminated?  
—A. No, I would not say that.

*By Mr. Scott:*

Q. You have your organization. There is a man to promote and you look over your entire staff of official and you come to the conclusion that a certain man is the right man for the promotion, and through yourself up to your deputy minister you make the recommendation that a certain individual is to receive this promotion. It passes on to the Civil Service and what they do, they can recommend what you and your department have recommended.

Hon. Mr. CALDER: The only competition I can see in the case of the deputy warden of your chief guards is that their names come before you. They are allowed to do that, but they don't undergo any special examination for the purpose. There is no competition at all except the competition that exists after you have all their names before you and you decide the one among all of those which should be chosen. That is not competition.

Mr. ETHIER: They judge according to the private records for every one of those.

Hon. Mr. CALDER: And from their experience. We are using that term competition in a sense where it should not be used at all.

Hon. Mr. ROCHE: Are you speaking of promotion?

Hon. Mr. CALDER: I can understand in other departments where you make those men write an examination.

Hon. Mr. ROCHE: Without an examination.

Hon. Mr. CALDER: I quite understand that in the case of some of those clerical positions, for example, you might have a real competition among the members of the staff.

WITNESS: They do.

Hon. Mr. CALDER: But we were dealing here with a particular type of employee in so far as I can see there is nothing in the nature of a competition except they are all allowed to put in questions.

Hon. Mr. ROCHE: It depends on the kind of competition. If it is competition for promotion of members on the staff they have efficiency records of all employees. We send the form that I produced yesterday to the department.

Hon. Mr. CALDER: In other words, they are competing every day of the year.

[General William S. Hughes.]

Hon. Mr. ROCHE: And they look up the efficiency records of the employees. Six of them are competing for the promotion.

Mr. SCOTT: Grant there is that competition up to a certain point, is it not a fact that that competition is completed before it reaches the Civil Service Commission.

WITNESS: No, it is not.

*By Mr. Scott:*

Q. You said practically all your appointments have gone through?—A. Promotions, I did not mention appointments. The men we have recommended I am glad to say that it has been found that the judgment of the wardens, the inspector, myself and the deputies, and I am taking them up the line in the proper ratio, have been found to be sound.

*By Hon. Mr. Calder:*

Q. What position is Dr. Roche in to decide whether your judgment is right or wrong in the case of a promotion?—A. Because the man has told the whole story. We are able to see by the records whether the story is correct or not. We take into consideration the seniority, the length of service, the service he has seen in the line of the position that is open as compared with the other man. All this is plotted up and after this is gone through most carefully it is all forwarded to the Civil Service Commission and even then they hold a good many investigations into it, as we know by the correspondence we have.

*By Mr. Euler:*

Q. Even if it appears that the competitive system is eliminated would you still see merit in having those appointments made by the commission?—A. Yes, I certainly would.

Q. In what way?—A. Under the regulations we have more privilege in promotion of removing than we ever had before, and we were never interfered with in the promotions within the penitentiary. In fact we have had the politicians stand right up on the platform in Kingston and say that there is no such thing as promotions for the men. To the victor belongs the spoils. And you will never have a successful service while you permit that to go on. I have been twenty-nine years in the service and I know what we have suffered, and with all due respect to the system that has passed and to the politicians that have controlled the appointments we have never had the success in promotions that we have had in the past year; never.

*By Hon. Mr. Calder:*

Q. That also applies to appointments?—A. Mr. Calder, we have had many good appointments made under the political patronage, many of them. There are some politicians who are very, very careful about the men they recommend for a position. On the other hand we have had men sent to us where records were such that they were a public scandal in the country. We know it, and we brought this to the attention of the gentlemen who sent them there, and I know of one case where a warden was told "Take your man. Say nothing." Thanks to the Civil Service re-classification of our positions we are now able to get some good men, men who are giving up other vocations and coming to us. They were never encouraged by promotions. The man says "I am not going to stay with you as a guard, all my life." I don't blame him.

[General William S. Hughes.]



*By Mr. Ethier:*

Q. In regard to classification, what department controls the salaries? Is it under the control of the department or the Civil Service?—A. The Civil Service Commission help us very materially in the matter of salaries.

Q. Do you say your officers in different penitentiaries are satisfied with that re-classification?—A. I think at the present time we have three men out of the 416, so we were notified the other day—the Civil Service Commission sent out an invitation for complaints and I have a letter in my desk now which I got from the deputy minister a couple of days ago notifying me three men have complained about their classification out of 416.

Q. Are you aware how many appeals are before the executive board on appeal from the Civil Service?—A. There were some appeals went in last year.

Q. How many out of the three you mentioned?—A. I would not say how many.

Q. So you don't know. Those who appealed do you think they are satisfied? Did they appeal from the decision of the re-classification?—A. If they were satisfied with the salary they got previously—

Q. So out of the three whose letter you mentioned complaining there are some appeals before the Board of Appeal, and the Civil Service Commission. You don't know how many as a matter of fact?—A. They wrote this letter to the deputy minister.

Q. I am speaking of those who are making appeals before the Board of Appeal of the Civil Service Commission? Do you know how many are complaining?—A. They tell me in this letter that there are three who are still complaining.

Q. Do you know how many are still pending before the Board of Appeal. How many appeals are still pending?—A. I have not any idea.

Q. There may be hundreds or more or less?—A. I would not think so. The poorest man in our service has got his salary increased \$360 and some \$400.

Q. How much do you pay your guards?—A. A married man, if he had been five years in the service was getting \$1,300 in cash. He is getting a free doctor; he is getting a uniform all complete; he does not buy anything for himself but his socks and his underclothes and his shirt. We give him the eighth day off duty, when he does not do anything on that eighth day. We have given them holidays which they never had before.

Q. If he is there five years?—A. Yes. If a man is on five years he gets \$1,680. They are pretty well paid men.

*By Mr. Thompson (Yukon):*

Q. In the seven penitentiaries in Canada, how many prisoners are there?—A. They are all in the six now.

Q. How many in the six?—A. 2,340 odd at the end of last month.

*By Mr. Griesbach:*

Q. There has been a big increase in the last two years?—A. Kingston went up from 330 to 767.

The CHAIRMAN: We thank you very much for your attendance.

Hon. Mr. ROCHE: I would like just before this witness goes away—

The CHAIRMAN: I think Doctor Roche wants to ask you a question.

Hon. Mr. ROCHE: Mr. Calder states as a matter of fact to-day promotions are made on the recommendation of the department heads, and the commission simply put their stamp on it. I wish to explain again, as I already explained last night, even, that the efficiency records that are copied off very carefully in the Civil Service Commission are the guides to the departmental heads on this form as to whether

[General William S. Hughes.]

the person is "excellent." There is A, B, C, D and E. Take "Personality" and so on. "Excellent;" "Very good;" "Above the average;" "Average;" "Poor." These are filled in by the department but the values attached to those are made by the Civil Service Commission.

WITNESS: Yes.

Q. So that is really where the commission's work comes in. We attach the values, such a value to seniority; such a value to fitness for position. The department does not write those things that way at all.

Hon. Mr. CALDER: You mean to say that you acquire a knowledge of the value you give to those people.

Hon. Mr. ROCHE: You don't mean to say that would fix their efficiency record to harmonize with our value?

Hon. Mr. CALDER: We pretty nearly had that evidence from one deputy minister.

Mr. EULER: From what you have said now, that would account for the instances in which you have not accepted the recommendations of the warden.

Hon. Mr. ROCHE: We have just turned down a recommendation. We took the fourth man recommended by the department for a customs position instead of the first one owing to the application of our values and when the papers were returned to the department they quite agreed with that card.

Mr. SCOTT: In a general way there is no getting away from the fact that the heads of the department must of necessity know who the best man for the position is. Your commission would be very foolish if you attempted in a general way to interfere with recommendations. That has been the policy all the way through.

Hon. Mr. ROCHE: I think General Hughes will remember there was a recommendation for a transfer for a gentleman from Kingston to Dorchester, which the commission did not approve, and later when it was open to competition the very man at Dorchester was promoted to the vacancy, a man on the local staff. But if the department had their wishes as recommended to us Mr. Sullivan would have been transferred from Kingston. I think the commission did good work at least in that case, as far as the markings were concerned. The man that we promoted on the local staff was excellently recommended by the deputy head.

Mr. ETHIER: Would I be permitted to ask the committee if it would be permissible for General Hughes to furnish information in regard to the penitentiary at St. Vincent de Paul?

WITNESS: What is that?

Mr. ETHIER: A complete list of all appointments 1917-18-20-21, showing date of application, date of appointment and average length of time to have appointments made at St. Vincent de Paul. A complete list of all promotions in 1917 to 1921, distinguishing those made as a result of written examinations held by the commission in St. Vincent de Paul. A statement indicating which part, if any, the deputy head of the department takes in making promotions in penitentiaries. A statement showing increase in penitentiary staff due to the operation of the commission. A list showing the classification of all positions in St. Vincent de Paul, and the range of salaries for each class. A comparative statement showing a typical selected list of employees, their classification and salaries for the years 1916-17 and 1920-21 St. Vincent de Paul.

Witness retired.

Mr. KENNETH CAMERON, sworn.

*By the Chairman:*

Q. What duties have you in your department?—A. I am Assistant Chief Engineer of the Department of Public Works.

Q. How many branches have you in your department here at Ottawa?—A. We have the Chief Architect's Branch, the Chief Engineer's Branch; my own branch; the Accountant's Branch; the Secretary's Branch.

Q. How many are employed in your office here?—A. We have about twenty in my own office.

Q. In your various branches how many?—A. I don't know that.

Q. You have the outside service as well?—A. We have the outside service as well.

Q. What does that cover?—A. I understand the Chief Architect's Branch has resident architects through the country; the chief engineer has resident engineers and their subordinates, I believe, throughout the country.

*By Hon. Mr. Calder:*

Q. You would prefer to give evidence of your branch, I understand?—A. That is all I am competent to do.

Q. How long have you been in the public service?—A. Since 1908.

Q. You are Assistant Chief Engineer, you said?—A. Yes.

Q. Who is the Chief Engineer?—A. Mr. Lafleur.

Q. You have how many employees in your own branch?—A. I have about twenty in my own office.

Q. How are they classified?—A. I have a mechanical superintendent of dredges; I have a senior inspector of dredges; I have a senior clerk in my office.

Q. And then the clerical staff?—A. And then the clerical staff, a very small staff.

Q. You are Assistant Chief Engineer? You are a civil engineer?—A. Yes.

Q. Where did you get your training?—A. I graduated from the Royal Military College, then I took a graduation from McGill University, and took a post-graduate course at McGill. That is my university training, and I have been engaged on various engineering work.

Q. As an engineer you have been dealing mainly with building, construction?—A. Since I have been in Ottawa, that is since 1912 I have been connected with what you call the dredging branch, Assistant Chief Engineer, placed in charge of the dredging work carried on by the department.

Q. Is that very considerable?—A. It is not very considerable under present conditions, as it has been in the past.

Q. It is scattered all over the country.—A. It is scattered all over the country.

Q. How many employees outside on an average would you have under your control?—A. That varies greatly. During the working season we have somewhere around 750; then in the winter time the crews are laid off.

Q. How many dredges do you expect to operate this year?—A. About eighteen or nineteen.

Q. That will not be under contract. These are dredges run by the department? A. We run them ourselves.

Q. You employ all labour?—A. Yes.

Q. How many technical men, professional men, will you have outside. You have one or two inside. How many outside?—A. I don't know just what you are referring to. That is in the whole department.

Q. In your own branch?—A. In my own branch we have very few what are called technical or professional men.

[Mr. Kenneth Cameron.]



Q. You have no engineers outside?—A. They are really what we would better term mechanics. They have not taken any particular theoretical training. They have gained their experience practically. There were two to my knowledge who have had no theoretical training.

Q. Suppose you resigned to-morrow how do you think your position should be filled?—A. I certainly think it should be filled by promotion.

Q. Do you think that it should be filled from within the service by promotion?—A. Yes.

Q. Who would be the best judge as to who should be promoted?—A. The promotion being from within our department naturally the head of the department should be very competent to deal with that matter.

*By Mr. Griesbach:*

Q. Lafleur?—A. Mr. Lafleur, the deputy head, who had years of experience with the men would be eligible.

*By Hon. Mr. Calder:*

Q. What elements enter into that?—A. Personal contact with the men that are eligible and experience and the ability with which they have handled their work elsewhere.

Q. The Civil Service Commission under the present system must make that promotion?—A. They must make it under the present system.

Q. Do you think the system should be so arranged that the Civil Service Commission should be required to promote whoever is recommended by the chief officials of the department, the deputy head and his chief official?—A. It is immaterial to me how the thing is done, but as an engineer, interested in the carrying on of the technical work, not only of our own department but of other departments, I would like to see nothing interfere when promotion is deserved.

Q. I think we will all agree with that?—A. I think the commission has shown, as far as I have been able to see, a desire to simply make sure that any recommendation was sound and as a technical and professional man—

Q. Have you had any promotions in your branch recently?—A. Not what you would call recently, but since the Civil Service Commission came under the present Act we have.

Q. Who was promoted?—A. Mr. Larochelle was promoted to the position of the Mechanical Superintendent of Dredges.

Q. He had previously been in the department?—A. He had previously been in the department.

Q. Did the Civil Service Commission make that promotion entirely off their own bat?—A. No, we recommended it to them.

Q. Who recommended it?—A. I recommended it to the deputy minister and he recommended it to the commission.

Q. Were there any others in the running?—A. No, there were no others in the running.

Q. He was the only one. Why was he not turned down?—A. It was rather early in the game. It was in 1918, when the Act was just made effective.

Q. And the commission made the promotion on the straight recommendation of the chief officials of your department.—A. Yes, they did not have any regulations there at that time.

Q. Have there been any promotions since then?—A. No, there have been no promotions since then.

Q. Take in so far as your clerical staff is concerned, do you think the same rule should apply. Take your accounts, chief filing clerk and so on, do you think the same rule should apply? In other words, who has the best knowledge of all the officials

[Mr. Kenneth Cameron.]

in your department as to who should be promoted?—A. If you are saying all the officials in our department, I don't think there is any one who has the knowledge of everybody in the department. It is rather too large. If you take my own branch, I know my own branch. I know the people in the branch.

Q. You have a staff of about twenty?—A. Yes.

Q. If somebody dies and there is a promotion to be made, who will have the best knowledge of the person to be promoted? Won't it be yourself?—A. In my own branch, yes.

Q. Don't think your recommendations would have very great weight and practically be accepted?—A. I am not prepared to say that because there may be other people in the department longer in the service, in other branches to whom this would be a promotion.

Q. You would make your recommendation; and the man in charge of another branch makes his recommendation; a man in another branch makes his, and those all go up to the deputy. You, I presume would be called in and consulted by the deputy and as a result of that consultation you would all come to an agreement?—A. If that was the practice absolutely carried out it would be very fair.

Q. Is not that what is done now?—A. It is what is done under the present Act.

Q. You are a professional man yourself?—A. I am a professional man and technical man.

Q. University training and all that sort of thing?—A. Yes.

Q. In so far as these professional appointments are concerned the Bill suggests that these appointments should be made by the Governor in Council, do you or do you not agree with that suggestion?—A. I agree with the suggestion if it is workable that the properly qualified man gets the position.

*By Mr. Euler:*

Q. Do you think it would work out that way?—A. The present Act is apparently securing men of that calibre. I cannot quite see where the difference comes in myself.

*By Hon. Mr. Calder:*

Q. You are a properly qualified man yourself?—A. I believe I am.

Q. You were appointed under the old system?—A. Yes, sir.

*By Mr. Thompson (Yukon):*

Q. So you are satisfied with the appointment you got in your branch through the Civil Service Commission?—A. There are very few technical positions in my own branch. It is mostly clerical work.

*By Mr. Euler:*

Q. Are you satisfied with the appointment of other employees, clerks and so on?—A. There have been no such appointments to speak of in my branch.

*By Mr. Griesbach:*

Q. In the summer time you start out to do those jobs, dredging jobs. Now the crew of a dredge will consist of what, an engineer?—A. According to the class of dredge. If a dredge is, self-propelled the law demands we have a certified master and a mate with a certificate; ordinary deck hands and scow men; chief engineer; one or two engineers with all the certificates, the oiler and the foreman.

Q. A certain number of them are certified by outside bodies?—A. By the Government itself.

Q. Who appoints all these people, the Civil Service Commission or your branch?—A. No, we get them.

[Mr. Kenneth Cameron.]

Q. You appoint them?—A. We get them, yes.

Q. From your previous knowledge?—A. We have certain instructions which we follow as far as possible where there is a vancancy.

Q. Instructions from whom?—A. From the department.

Q. You lay them off in the winter time. You must take a fresh start in the spring?—A. Yes.

Q. But you have the supply you had last summer on the string?—A. Yes.

Q. Have you authority to appoint those people to positions or must it go to the Civil Service Commission?—A. In recent years I have taken it for granted that a man who served satisfactorily the previous year could come on for the next too.

Q. You make up your crew in the early part of the season? You are doing it now?—A. That is done now.

Q. Do you submit a list of those whom you have employed to the Civil Service Commission for promotion?—A. No, the Civil Service Commission by last session's Act has no more power over these dredge crews. Anybody connected with anything that floats is exempted.

*By Hon. Mr. Calder:*

Q. So the department without referring to the Civil Service Commission makes those appointments?—A. Quite so.

Q. Don't you think it would be better if they were under the Civil Service Commission?—A. Not necessarily.

Q. Don't you think it would be better?—A. No, I don't think so.

*By Mr. Scott:*

Q. Would it be as efficient if they were?—A. Not under present conditions. I don't know what the future will bring forth. We did have trouble in the past years.

*By Hon. Mr. Calder:*

Q. You are doing that now for the last few years?—A. Yes, and more.

Q. Have members of Parliament, as a matter of fact, worried the life out of you to get certain people on these dredges?—A. Not since the latter part of the war.

Q. Although you have had the matter entirely in your own hands?—A. Quite so.

Q. There has been no political interference?—A. Very little. I have no animus against the average member of Parliament. If a member of Parliament recommends a man to me I don't necessarily get my back up and say that man is no good.

*By Mr. Euler:*

Q. He does it sometime, after all?—A. I think he is quite qualified to.

Q. He does it, does he?—A. Yes, I am very glad to have his recommendation.

*By Mr. Griesbach:*

Q. Do members of Parliament importune you to put anybody on?—A. No.

Mr. EULER: I understood him to say they do.

Mr. GRIESBACH: He just said they did not.

*By Mr. Euler:*

Q. Which is the correct answer?—A. I made it as a general remark that I was glad to have a member make a recommendation.

[Mr. Kenneth Cameron.]



*By Mr. Griesbach:*

Q. I asked you whether they do, and you said no?—A. In the past two years.

Q. In the past two years you have not had any members of Parliament interfere with you in the matter at all?—A. I may have had one or two say that So-and-so was, in his opinion, a good man, but the cases were very few.

*By Mr. Ethier:*

Q. Not to importune you?—A. No.

*By Mr. Scott:*

Q. You have it quite in your hands to come to a decision irrespective of who it was that recommended that man? You would be governed in no way by a member of Parliament. You would judge the case on its own merits?—A. I would endeavour to do so.

Q. Previous to that time were you asked by members of Parliament to place these men on?—A. There were occasions of that kind.

*By Mr. Kennedy:*

Q. Going back two years, you would occasionally get letters or have members of Parliament speaking to you. There was no regulation or no practice that would require you to be governed by their recommendations. You would use your own judgment in the work of the department. If a man appealed to you as being a good man you would appoint him. I am speaking of previous years because you say in the last two years there has not been anything of that kind?—A. Yes, but in previous years it was the practice that certain positions on certain plants were filled by nominees of certain members.

*By Mr. Euler:*

Q. Were you obliged to accept them?—A. We were obliged to accept them, but that does not necessarily say they were not good men.

*By the Chairman:*

Q. Would the decision not be in the hands of your captain? If a member of Parliament would suggest a man to be engaged for such positions would you not have the deciding voice as to whether the man was efficient enough for his requirements?—

A. If a deck hand had been off and got drunk we fire him; that is all. If there is a vacancy and the man is recommended by the member or any one else to the dredge captain we have to take him on right away and we pick out the best man we can get hold of. If he does not prove satisfactory we let him go and take somebody else.

Q. What I want to get at is, the captain or the official head of that operation would have the deciding voice as to whether the man he was requested to take on was efficient enough to perform the duty?—A. Yes.

*By Hon. Mr. Calder:*

Q. You are a firm advocate of the principle of promotion?—A. I find that to be satisfactory.

Q. You came in in 1908?—A. Yes.

Q. What position were you appointed to?—A. As principal assistant to the district engineer, then resident at London.

Q. Do you think that was fair? Don't you think there were others in the service who should have been appointed to that position?—A. Well, the position was vacant and the department could not find any one else. I don't know whether there was anybody.

[Mr. Kenneth Cameron.]

Q. Supposing there had been competition at that time?—A. Possibly.

Q. Instead of that they went out and got you. What about the fellows who were below you who were looking for promotion. Do you think it was fair to them?—A. Theoretically it was not, but in my case—I quite appreciate your point.

Q. I can quite appreciate it. I can quite appreciate the view of the men who were in the service; they stand out firmly for the principle of promotion, but if that promotion is from within the service, if that principle is carried to its logical conclusion what does it mean? It means, does it not, that the man who is not in the service has not a ghost of a chance. You take a man, for example, who has been connected with some big dredging company carrying on the work similar to yours, because he has not got into the service he is shut out unless he comes in at the very lowest rank. In other words, you are creating a close preserve if it is continued for ten or fifteen or twenty years, a close preserve whereby those who happen to come in the very lower positions in the first place are going to receive the top positions. Do you think it is fair?—A. Actually as it works out, the men in the lower positions had begun to lose heart until the present legislation was enforced. As I said it is immaterial to the technical man in the service how the thing comes about as long as there is reasonable assurance that merit is recognized. It is a hard thing to carry out.

Q. I think probably we will all agree to the principle in a general way.—A. In the general application, under the old Act, some of the departments had no outside service. In other words all the technical men came under the old Act, the 1908 Act, where they were of a rather unusual nature. There was no trouble under the old Act, or the new Act. Things were about right. The only thing the new Act did was to recognize their particular qualifications and to give them a salary commensurate with the duties they performed. But what I might call technical positions, such as engineers and, generally there was no distinction between what was an engineer and what was not an engineer, and a man might be put into the department who was not qualified. If a man is properly qualified I don't care how he is appointed.

Q. Here are three men, A, B, and C, all the same age, all grades.—A. Yes.

Q. There is a vacancy in the service. A secures position. He is fortunate in doing so. B and C, who have had the same rights as A, have not been able to get in. They all have the same qualifications, take constructional work for example on the public buildings, public engineers or dredge engineers; they all engage in that business for a period of ten years, and then the question of securing a man for the service arises. B and C may be just as well or better qualified than A, but B and C have no chance at all.—A. I don't interpret it that way at all. You have to make sure that the man in the service is qualified before you promote him. I would not recommend anybody for promotion though he had been there for twenty years if I did not think he was qualified.

Q. Will not this simply lend itself where you have men in the service—you may adopt a principle of promotion in the service—will not the system lend itself throughout the entire service to a tendency to disregard to some extent qualifications in order to carry out that principle?—A. I don't think so. You see here is the trouble. Under the old system as I see it, the better of the young men to come into the service would leave it before they were too old to do so.

*By Mr. Euler:*

Q. Would you say you had difficulty in obtaining, in the first place, and retaining competent men unless they were assured the principle of promotion would be followed? A. The difficulty is not in obtaining men, it is in retaining them.

*By Mr. Griesbach:*

Q. You say there was no career in the public service prior to the Civil Service Act?—A. Yes.

Q. Now there is a career?—A. We hope so.

[Mr. Kenneth Cameron.]

*By Mr. Kennedy:*

Q. You have already stated that the heads of branches are better qualified to determine the merits and qualifications of the applicants for promotions than an outsider. I expect the heads of the branches are humane and having worked with their staff for years, is it not possible the personal element might come in in their recommendations that they may have certain favourites whom they would like to promote, and is it not possible that in many cases the recommendation of the head of the branch might promote one which might be called a favourite over and above another who has greater merit? Is that not possible?—A. It is possible.

Q. Do you think it is possible for an independent body like the Civil Service Commission to a large extent to overcome that possibility?—A. It introduces a guard.

Q. You rate these men as "good," "fair," "medium," and so on like that?—A. Yes.

Q. And you pass your rating on the Civil Service Commission, and they take your rating on that?—A. Yes.

Q. And then they probably attach a certain percentage for "good," 80 per cent for "fair," and so on down. They give it the rating. Could not you give a man, as Mr. Kennedy says, a man that was a favourite, that rating and pass it on?—A. I would be prepared to give a man a rating, but I could not rate anybody that I did not know. If there was competition between two men in my own branch I could rate them.

Q. If you have a favourite in your own office is there anything to prevent you giving that favourite a higher rating and passing on it?—A. No. There is nothing to prevent it. It is only my own decency as far as that applies.

Q. There is nothing to prevent it?—A. No.

Q. As far as the Civil Service Commission is concerned they would not know anything at all about it?—A. No.

Q. They would take the rating you give?—A. They know the head of branches pretty well and they have other information about that.

*By Mr. Kennedy:*

Q. They know nothing whatever about the personal qualifications of the applicant?—A. I suppose they do make some inquiries.

Q. As a matter of fact, do they make them?—A. That I cannot say. I am not prepared to say that.

*By Mr. Euler:*

Q. Is there any answer to that, Dr. Roche?

Hon. Mr. ROCHE: I think that the very fact that the Civil Service has the final say in so far as recommendations are concerned, is a check on the deputy, on the heads of branches, and they are far more careful in how they do recommend, knowing it is going to be reviewed, and if they had no check they would be apt to do what this gentleman says might possibly happen. We have a pretty close knowledge of the efficiency of a pretty large number of the staff in Ottawa. We are visited by heads of branches, by deputy ministers and by employees, so we become personally conversant with the record of a very large portion of the service.

*By Mr. Kennedy:*

Q. So that if the chief is inclined to favour any applicant over others on account of his particular favouritism, in the course of time you would soon be able to find out the chief that would be inclined to do that.

Hon. Mr. ROCHE: I don't think in the Inside Service in Ottawa it could happen.

Hon. Mr. CALDER: The commissioners do not look after that work themselves.

[Mr. Kenneth Cameron.]



Hon. Mr. ROCHE: The commissioners are personally visited by the heads of branches.

Hon. Mr. CALDER: Take almost any illustration. These ratings come in for four men in the department for an accountant. You don't mean to tell me the three commissioners themselves consider those ratings?

Hon. Mr. ROCHE: No. Our examination branch recommends to the commissioners and they finally pass upon it.

Hon. Mr. CALDER: Is not there the same possibility that your examination branch should know the deputies and their chief assistants, and the chief of branches, is there not a possibility that through coming in contact with them the personal element enters in there again.

Hon. Mr. ROCHE: I don't think it would be as likely in our staff as you would find it on the staff where the men are employed.

Hon. Mr. CALDER: I am afraid you cannot in any business such as this cut out the personal element. There is not a branch in the service, or the head of a branch, or the head of a sub-branch who has not got his personal friendships and his personal favourites. That is only human.

Mr. KENNEDY: The heads of branches being in personal contact with those men every day are more likely to form those favourites than a body like the Civil Service Commission who is not in contact with them working every day but, yet who may know them pretty intimately.

Hon. Mr. CALDER: Let me make out a rating now and hand it over to the Doctor. This accountant is John Smith, down in the Trade and Commerce Department. There is not one chance in twenty he will know John Smith. There are about 11,000 in the Civil Service in Ottawa.

Hon. Mr. ROCHE: John Smith has an efficient record of his conduct from day to day all though the year.

Hon. Mr. CALDER: The record comes before you. One man is marked "Good," the other man is marked "Average." How are you going to determine whether it is right or wrong.

Hon. Mr. ROCHE: In the first place we demand that man's record on which that was based, and find out how many days that man has been absent from duty in the year. Some men have three months' sick leave, and some men have a month special leave and have really not rendered service to warrant the efficiency rating given by the deputy.

Hon. Mr. CALDER: That is one important item, not the important item.

The CHAIRMAN: As a matter of fact are you not guided very largely by the report you get from the deputies or the head of the departments who sign the promotions?

Hon. Mr. ROCHE: We must be guided by that rating sheet, their replies to that. We take it for granted that the man is performing his duty.

Hon. Mr. CALDER: Let us look at the rating sheet again.—A. "Quantity and quality of work; carefulness; steadiness; industry; willingness and application to duty." Now the rating to be given for that is "Very good," "Above average," "Fair" or "Poor." Well I put down "Very good." How are you going to tell whether my rating is right or not? Now notice this: "His quality and quantity of work," "His carefulness," "His industry," "His willingness to work," and "His application." I can quite understand if you have the record before you showing a man was absent five days, that is a thing upon which anybody can pass judgment. He is absent for three months on account of sick leave. That is a plain statement of fact, but here they must rate things that you cannot possibly have any knowledge of "Quality and

quantity of work;" "carefulness;" "steadiness;" "industry," and so on. Take the second: "His resourcefulness;" "his intelligence;" "his adaptability to new conditions;" "initiative ability to carry out instructions." Well now, a deputy head or a head of a branch, if he desires to do so may put down "Very good;" "Above the average;" "Average;" "Fair" or "Poor," and who in the world is going to check this rating to decide whether it is correct or not.

Hon. Mr. ROCHE: Still you would leave that officer to decide without the Civil Service Commission?

Mr. GRIESBACH: Have you a rating certifying officers?

Hon. Mr. ROCHE: No, we don't rate the head of the branch who is rating his employees. The head of the branch comes in when his time for promotion comes. We don't rate him when he is rating somebody else.

Q. As a matter of fact might not men who do this sort of thing have their own idea as to how it ought to be done? There are some men who have more literary ability than others, and they rate the same story about a gallant act. A great deal depends on the ratings?—A. Yes.

Witness retired.

The committee adjourned until 8 o'clock p.m.

FRIDAY, May 13, 1921.

The committee resumed at 8 o'clock p.m., the Hon. Mr. Spinney, presiding.

Dr. D. A. CLARK, Asst. Deputy Minister, Dept. of Health, sworn.

*By the Chairman:*

Q. You are associated with the Health Department?—A. The Health Department, yes.

Q. The committee have been calling witnesses to give evidence in regard to this proposed amendment of the Civil Service Act. How many employees have you, how many are associated with your department?—A. Do you mean in the whole department?

Q. Yes, here and outside.—A. Well, our head quarters would be about 50, and our whole staff in the neighborhood of 300.

Q. What are their duties, the outside service?—A. Outside, quarantine, immigration to a large extent. Then we have food inspectors in various districts under the Food and Drug Act. These comprise the larger part of our personnel; quarantine, immigration and food inspectors.

Q. You have read this Bill, have you?—A. I have not.

Q. Perhaps you had better have a look at it.—A. I have heard it talked about by others, and I am in a measure familiar with the intentions of the clauses, but I have not read the Bill definitely.

Q. How far would the clauses incorporated in that Bill apply to the employees in the service of the Health Board? You have no common day labourers employed, have you?—A. Yes, we have what would correspond to day labourers in our quarantine stations, a number in our quarantine stations.

Q. Would you give the committee your experience and views with regard to that clause in the Act, so far as it applies to your own department?—A. In our quarantine service, what would correspond to day labourers have been largely seasonal employees, and as you know the Department of Health was organized about 1919, and took over

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the running concerns, if I may use these words, from other departments. For instance, quarantine, and the employees who would correspond to day labourers were largely seasonal employees, and very little change has been made in those employees. They have been appointed from year to year. A list has been sent to the commission suggesting that certificates be issued for the seasonal employees of the year before, and the commission has made practically no changes.

Q. How long has your department been in operation?—A. Since 1919, about the middle of 1919.

Q. Your connection of course with it extends only to that?—A. It extends only to that.

Q. What department were you engaged prior to that?—A. Prior to that, for five years, I was a soldier.

Q. You had no experience in the Civil Service prior to that?—A. No experience prior to that. I was a physician prior to that.

Q. I suppose your service extends throughout Canada?—A. Yes, from the Atlantic to the Pacific. We have also a very large branch, the Marine Hospital Service, looking after sick and distressed sailors under the Canada Shipping Act.

Q. A great many of these hospitals are being closed, are they not?—A. The hospitals are, some of them are, because we found it more advantageous to use local hospitals and local boarding-houses.

*By Mr. Argue:*

Q. In these hospitals connected with your department, where do you get your nurses?—A. We do not have many nurses. We are dealing largely with men, and we usually have caretakers. When we have nurses they are usually male nurses.

*By the Chairman:*

Q. You select the caretakers who look after the men, while under your care in those hospitals?—A. Yes.

Q. How are these men appointed originally? That is during your own experience?—A. I do not think we have appointed any. We have appointed one, a returned soldier who was suggested by us and was approved by the commission and the appointment was very satisfactory.

Q. You practically made the appointment yourself then, subject to their approval?—A. Exactly so.

Q. They accepted your appointee?—A. Yes.

*By Mr. Argue:*

Q. If one or two left during the season, do you get others to take their places?—A. Immediately, yes, and inform the Chairman of the commission. In any case we have had, the commission have simply accepted the appointment, and it has been very satisfactory.

*By Mr. Griesbach:*

Q. What does your staff consist of here in Ottawa? Begin with yourself, you are a medical practitioner.—A. Yes.

Q. Now go down the list. Who else have you?—A. The Deputy Minister, Dr. Amyot.

Q. Are you the senior?—A. Junior, I am Assistant Deputy Minister. There is the secretary.

Q. Just clerical?—A. He has charge of the central registry, and the documents and all that. Then we have the quarantine, immigration, and marine hospitals.

Q. A branch?—A. Dr. Page at the head of quarantine and immigration, Dr. Godin of the marine hospitals. Then we have the Child's Welfare Branch, Dr. Helen MacMurchy, and we have the Dominion Laboratories, Dr. McGill.

[Dr. D. A. Clark.]



Q. Are they medical doctors?—A. Dr. McGill, no he is a chemist and analytical chemist. Under him, of course, we have in the Dominion Laboratories some six or eight Dominion analysts, analytical chemists.

Q. Your staff roughly consists of professional men, doctors.—A. Yes.

Q. And technical men, such as analytical chemists?—A. Yes.

Q. Then it consists of a clerical staff?—A. Yes.

Q. These are three sub-divisions?—A. Of course, we have some ships in the quarantine stations, in which there are sailors, and to which we make appointments under the last amendment to the Canada Shipping Act.

Q. In the matter of appointing medical officers and technical men, they are at the present time appointed by the Civil Service Commission, are they?—A. Yes, they have been appointed by the Civil Service Commission.

Q. What is the process of appointing anyone?—A. Have you had any experience of appointing either a professional man or a technical man?—A. Yes.

Q. What is the procedure?—A. Well, we have had to resort to various procedures to get them.

Q. Tell us the procedure. That is what we want to know.—A. Our Dominion analyst, we are still short of some men to make the staff complete, because we have not been able to get them. Advertisements have been put in the papers, and in other ways through the *Canada Gazette*, but we have not had applications to fill the positions.

Q. How do you account for that?—A. For two reasons I think; the war taught commercial concerns the value of highly technical help, and they were willing to pay, at the termination of the war, very good salaries to technical help. Our salaries have not been the equal to those paid in civil life.

Q. What is the other reason?—A. I think the universities from which men graduate, advise their graduates not to go into government service.

Q. Why?—A. I think that they consider that the opportunities in civil life are so much better that they advise them, if they have an opportunity in civil life, to take it.

Q. What do you pay?—A. That has not yet been determined by the commission. The classification has not been made.

Q. What is your highest rate paid?—A. Well, Dr. McGill the chief of the Branch, gets over \$3,000, but he is a very old employee; \$1,500 and \$1,800 are paid for Dominion Analysts.

Q. What is the next grade below that? Assistant Analysts?—A. Yes.

Q. What do they get?—A. \$1,260 I think, is it not, Dr. Roche.

Dr. ROCHE: I am not sure.

WITNESS: It is round about there. We have not arranged this with the commission.

Q. Have you anything to express as to the methods of selection at present in vogue? In other words, could you go out and get the chemists and hire them yourself?—A. Yes.

Q. Could you do it, or is there such a dearth of them that no change of method would produce them?—A. I think if the deputy minister were able to give to certain persons the absolute assurance that if they made application they would be appointed, a number could be induced to take up the work, but they will not throw themselves into a general pool as the result of an advertisement.

Q. What makes you think that, in view of the fact that you are three or four short? If four would apply they would get the appointment. If four men would apply to the commission, would they not get appointed, or what is the trouble about that?—A. Well, they are not sure of it. I think in all advertisements for professional men the best class of professional men who are already seated in a position are averse to answering an advertisement and throwing themselves into a general competition pool. The

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loose ends are always around, and will make application for every position available. As to most of them, if I were making a selection, I would not have them under any circumstances.

*By Mr. Kennedy (Glengarry):*

Q. What are the qualifications necessary for an assistant analytical chemist, and the training?—A. Well, candidly I cannot tell you. It has never come under my province. He has of course to be a graduate in chemistry of a university, and he has to have training in analytical chemistry.

*By Mr. Thompson:*

Q. When was the analytical department placed under your department?—A. When my department was formed in 1919.

*By Mr. Kennedy:*

Q. Naturally you could not expect to get university graduates, especially the specialists in chemistry, or many of them, to be tumbling over each other after a salary of approximately \$1,500?—A. No. We do not on \$1,800 either. I think Dr. Amyot's contention is that it is much too low, and of course we have not agreed with the commission. The commission has not told us that is the salary they will pay. The classification has not been fixed. It has been under way a long, long time, but we have not reached an agreement.

*By Mr. Argue: . .*

Q. In the advertisements sent out, does it state a salary?—A. Yes, I think so, \$1,800.

*By Mr. Gauthier:*

Q. Do you mean that even if there were a reasonable salary, the chemists would not care to subject themselves to competitive examination?—A. I do, that is my opinion.

*By Mr. Griesbach:*

Q. Provided they are settled in life?—A. Provided they are settled in life, but I think if they could be assured by the deputy minister that if they applied they would be appointed, they would be ready to come over, and the same thing would apply I think to medical officers.

Q. Passing on to the outside service, what staff have you employed there?—A. Do you mean technical?

Q. Take professional first?—A. We have medical officers in the Immigration Service.

Q. And what else?—A. We have medical officers part time in the marine hospitals, for sick and distressed sailors and we have quarantine medical officers.

Q. Are they part time or full time?—A. Full time.

Q. Are there any other medical officers?—A. No, I think that comprises them.

Q. What technical officers have you in the outside service?—A. We will have no technical men—

Q. The next class would be clerical?—A. Yes, clerks and stenographers at quarantine stations, and a few clerks and stenographers at immigration stations.

Q. The next is the labour class?—A. Yes.

Q. You have told us what they are like?—A. Yes.

Q. What observations have you to offer in the selection of the medical staff, both permanent and part time? You get them now from the Civil Service Commission?—A. Yes.

[Dr. D. A. Clark.]

Q. Have you had any experience in any of these appointments, permanent, or semi-permanent?—A. Yes, we have had a good deal. I think practically all our medical staff has been appointed since the department was organized.

Q. What have you to say about the method of appointment, first of all as to the time to make a selection, and secondly as to the quality of men assured and the service to be performed?—A. Most of the selections, I think practically all in the Immigration Service were made by the deputy minister, in consultation with the head of the Civil Service Commission and the Civil Service Commission has issued temporary certificates with the idea that if they give satisfactory service they will be ultimately made permanent, and the deputy minister has made those promotions to these positions, and with the exception of one the selections have been very satisfactory.

Q. And they will be made permanent?—A. Yes.

*By Hon. Mr. Calder:*

Q. In regard to your own case, when did you come into the department?—A. In 1919.

Q. After this Act came into force?—A. Yes.

Q. Did you write a competitive examination?—A. No, I did not.

Q. You got it without competition?—A. Yes, so far as I know I did. I knew the position was advertised, and I answered the advertisement.

Q. Did you know how many other applicants there were?—A. No.

Q. Do you know what the recommendation of the deputy was?—A. Except inferentially, I did not.

Q. Did the deputy go up to you and speak to you and ask you if you would make application?—A. Yes.

Q. He intimated to you that he would like very much that you would get this position?—A. He did.

Q. And he did that because he estimated that you were just the type of man he wanted?—A. Well, I thought so.

Q. Within the course of the last year, do you know of any doctor coming in the service?—A. Yes.

Q. Name one. Was Doctor Jeffs in the service previously?—A. No, not until about 1920.

Q. About a year ago?—A. Yes.

Q. I have never seen him myself, and I do not know anything about him, but I saw his name mentioned in reports and correspondence, and I have never had anything to do with him.

*By Hon. Mr. Calder:*

Q. How did he get into the service?—A. By the direct representation of the Deputy Minister on my suggestion. I knew him very well in the military service. I knew him to be an efficient administrator, he had been with the C.A.M.C., and I had a particular opportunity of observing him in the C.A.M.C., inasmuch as I was Assistant Director of Medical Service overseas. I was brought home to Canada to take charge of the personnel of the C.A.M.C. in Canada, and I knew the medical officers of the C.A.M.C., almost to an individual, and I was particularly—I should have been particularly—fitted to select the men whose qualifications were good.

Q. Why, Doctor, do you think it should be left for your selection? Why should it not be thrown open to all the candidates? Why should every doctor not have an opportunity of being thrown upon the examination, of having to undergo the examination, and as a result to secure the position. What do you think about that?—A. The good men would not apply.

Q. That is your view?—A. Yes.

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Q. If they did apply and wrote a certain examination, or underwent some test, would that result in the selection of the type of men whom you would like to get?—A. Not necessarily.

Q. Why?—A. I think aptitude for the position, and the special qualifications for the position, as in the case of Dr. Jeff, directed them, and I think they should have splendid powers of observation, good powers of administration, a faculty of making a quick and accurate decision which can only be estimated by a personal knowledge of the individual.

Q. Covering what length of time?—A. Well, some considerable time.

Q. You would not be able to size those factors up in a short time?—A. I do not think so.

Q. You think those personal equations, the question of character, the question of judgment, the question of tact, the question of ability to handle the public, all those things are very important factors?—A. I think they are the most important factors, provided you have the necessary technical qualifications.

Q. Take the Immigration Service, how many new men have you appointed this last couple of years, doctor—professional men?—A. Eight or ten.

Q. You selected those men?—A. No sir.

Q. Who did?—A. The Deputy Minister.

Q. He made a recommendation to the Commission?—A. Yes.

Q. They were accepted in all cases?—A. I think in every case.

Q. Do you know of any recommendations that were made that were not accepted?—A. I do not.

Q. Were they all thrown upon an open competition—I mean, did you put advertisements in the papers and have the fellows apply and write out examinations, and all that sort of thing?—A. Not at all.

Q. Why?—A. For two reasons. The appointment had to be made almost immediately, the Immigration Service demanded it. I do not know the conversation that occurred between the Deputy Minister and the Commission, but I understand that—these positions, of course, were temporary.

Q. You had the right, after they were in and tried out, to fire them out if you wanted to?—A. Yes.

Q. But, nevertheless, the deputy made some recommendations?—A. Yes.

Q. These men were appointed?—A. Yes.

Q. Are they in the service to-day?—A. All but one.

Q. Was he fired?—A. He will be. Well, he is being asked for his resignation. He is being retired on the first of June. He is possibly as well trained a doctor as any a man, and possibly a better medical man, with a better knowledge of medicine than two-thirds of them, but he has not aptitude, and he has no discretion.

Q. What would happen if the present system were abolished and those appointments were left entirely to the Governor in Council? Would you have any trouble—or would you fear any trouble?—A. I would prefer that you should—

Q. Or would you prefer that you should send your recommendations over to the commission, and have the commission put its stamp of approval on your recommendations?—A. I think the essential thing is that the deputy minister, who is responsible under the minister for the proper carrying on of the work of the department, should have a very considerable amount of say in who his officials shall be, and the type of officials that should be selected.

Q. That applies to your professional men?—A. Yes.

Q. And to the Immigration Service and the Quarantine Service?—A. Yes.

Q. Would it apply to the men like your chief chemist, your chief analyst. Oh, you have already dealt with them?—A. Yes.

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*By Mr. Griesbach:*

Q. You pointed out that you had two reasons why that would not apply, first, because of the small pay offered, and, second, you think the universities have been advising young men against taking Government positions?—A. Yes.

*By Mr. Thompson (Yukon):*

Q. How many medical men do you employ?—A. About twenty-five.

*By Mr. Johnston:*

Q. Would you say finally as to whether you would prefer that the recommendations be acted upon finally by the Civil Service Commission or not? Which one would you prefer?—A. Of course, I am scarcely in a position to answer that question, because I have never had an opportunity of working under any other method except that of the Civil Service Commission.

Q. Are you satisfied with the present method?—A. So far as the procedure has gone on since I came into the department I have had no complaint.

*By Hon. Mr. Calder:*

Q. Because all your recommendations—A. I might question it, but we have had no complaints and all our recommendations have been accepted.

*By Mr. Currie:*

Q. Suposing they had not been accepted, someone else would have got the job?

*By Mr. Dechene:*

Q. Can you see any merit in the responsibility being finally placed upon the commission? Do you see any good points with regard to it?—A. Well, if the deputy minister, after consultation with the minister, has an opportunity to make a recommendation—

Q. Apart from that—did I understand you to say after consultation with the minister?—A. Yes.

Q. Do you consider that essential?—A. Yes, I do.

Q. With the minister himself?—A. Yes, the deputy minister after consultation with the minister, because the minister is responsible for the proper working of his department, and unless you have absolute harmony between the minister and the deputy minister the department cannot work sympathetically and to advantage.

*By Mr. Currie:*

Q. In other words, the minister gets the money from the public?—A. He must.

Q. And he hands it over to you to manage the department?—A. If he did not get it we would not have it.

Q. Is he not responsible for anything that occurs? That is the idea of British constitutional government, is it not?—We do not ask the commission.

*By Mr. Calder:*

Q. I would like to interject one remark in there. That is that the deputy minister never consulted me in any of the departments.

*By the Chairman:*

Q. You used the word “minister”—I think you were referring to the “deputy minister”, doctor, were you not?

Mr. CURRIE: I took his reply to indicate that he preferred to have the minister put his o.k. on it, equally well with the Civil Service Commission's o.k., if it came down to a fine point.

Mr. DÉCHÈNE: Let us clear that point up.

[Dr. D. A. Clark.]

*By Mr. Déchène:*

Q. Did you say the "deputy minister" or simply the "minister".—A. I said, "after consultation with the minister."

The CHAIRMAN: Pardon me, it was a misunderstanding on my part.

The WITNESS: I think it would be fatal if the deputy minister did not consult his minister practically on everything that he is doing.

*By the Hon. Mr. Calder:*

Q. Setting forth the reasons for it?—A. Exactly.

Q. Take it in connection with your quarantine stations. You have a number of boats—A. Yes.

Q. You make the appointments yourselves?—A. Yes we do now, since the amendment to the Canada Shipping Act.

Q. The appointments are made by you, the captains, the stewards, and the sailors, and so on?—A. Yes.

Q. Have you any seasonal employees in the quarantine?—A. Yes.

Q. Now take Grosse Isle?—A. Yes.

Q. That is closed up during the winter?—A. Yes.

Q. During the summer you have seasonal employees there?—A. Yes.

Q. Must you apply to the Civil Service Commission for those appointments?—A. When the department began to function these employees were in existence. We have simply sent over to the commission each year a list of the seasonal employees, and no change has been made from the year before.

Q. They approve them?—A. Yes.

Q. They could disapprove them if they wished to?—A. I presume so.

Q. Would you prefer the seasonal employees should be appointed by the department?—A. Well, that of course all depends. We have had no difficulty up to the present.

Q. That is because your recommendations in respect to that have always been carried out?—A. I am speaking of Grosse Isle, Doctor?—A. Yes.

Q. You have been operating on this island for two years?—A. Yes.

Q. You have sent over your list of seasonal employees to the commission?—A. Yes.

Q. Have they objected to the appointment of any one of these seasonal employees?—A. Not to my knowledge.

Q. You are in charge of the quarantine?—A. Yes.

Q. Has any person been appointed by the Civil Service Commission direct, without your recommendation—any seasonal employees?—A. No, I think not.

Q. So that you are sending your list over there and getting the approval of the commission—your doing that in that regard is merely a matter of form? They have not objected? They have appointed all the parties whom you recommended, and they have not appointed any person whom you did not recommend.—A. No.

*By Mr. Thompson (Yukon):*

Q. Have you the Bacteriological Branch?—A. Not much. We have had a bacteriologist at Grosse Isle, a trained bacteriologist, but we have brought him to Ottawa to take charge of the V. E. Branch, after Dr. Fleming, who was originally appointed in charge of the V. E. went back to service in the city of Toronto.

*By the Hon. Mr. Calder:*

Q. Dr. Clarke, you have just touched upon a very important point. I was dealing with the estimates in the House the other day, and noticed that the position of Venereal Expert, or whatever you call him, was vacant. When it comes to that

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appointment, the appointment of a man who is to take charge, so far as your department is concerned, of all the venereal work that goes on in Canada, would you like to have that thrown open to competition?—A. I think I can best answer that by what happened in the first appointment, when it was made—in the Venereal Branch. The position was advertised, and a number of applicants presented themselves. I myself went to the committee of the commission to look over the applicants.

Q. To the committee of the commission?—A. Yes, to whom the applications were referred.

Q. What committee would that be?—A. They made a recommendation to the commission, as to the one party to be selected, from amongst those who had answered the advertisement.

Q. Who constituted that committee?—A. Myself, as representative of the department, a representative of the Soldiers' Civil Re-establishment, a representative of the commission, a recognized expert in the treatment of venereal diseases, Dr. Hutchison, was that expert.

Q. There were four on the committee?—A. Four, I believe.

Q. Those applications were all in, and you went over and sat down in the committee?—A. Yes.

Q. Tell us what happened?—A. All the applications were looked over and none of them were satisfactory; none of them would be accepted by the deputy minister.

Q. If the deputy minister had not been represented through you on that committee, would it have made a recommendation anyway?—A. I do not know.

Q. That is only a supposition?—A. Yes.

Q. I would imagine that would be it.—A. The time was extended for applications, and Dr. Fleming was induced to make an application by Dr. Amyot, and his application was ultimately accepted.

Q. Dr. Clarke, is it not a fact that after all when you get the record complete, that it is rather peculiar? How many applications came in at first?—A. I should say about six.

Q. And you four or five men sat down and came to the conclusion that one of those could be accepted, and finally the deputy minister induced Dr. Fleming to make application, because the deputy minister considered that he was the type of man who had the qualifications he wanted in a man who was to fill that position, and Dr. Fleming put in his application, and the same board sat down, and they went through this performance of a competitive examination, and Dr. Fleming was appointed. After all, was that not a body to see to his being appointed by the Deputy Minister? Why was it necessary to go through all this performance of an apparent competitive examination? I am not blaming you, or blaming the system at all, but up to the present time a lot of the evidence has tended to indicate that we are simply going around in circles for no purpose whatever.

Mr. CURRIE: Having a sham examination.

Dr. ROCHE: It is the same thing as they have in England and the United States. I might say that had there been one man qualified amongst that half-dozen applicants, this other man would never have been induced to send in his application. It just happened that there was no highly qualified man along that particular line, and the period of receiving applications was extended, and then this other man was induced to apply, but anybody had an opportunity to send in their applications.

*By Hon. Mr. Calder:*

Q. If there had not been a representative of the department there who knew exactly what he wanted, when the first board met, the commission would probably have appointed one of the six?—A. The qualifications are set out in the advertisement and the comparative qualifications are set forth by the advertisement, and if they do not measure up, they are rejected.

[Dr. D. A. Clark.]

Q. You are leaving out the element of personal character and qualifications?—A. Had there been one man amongst those six, he would have been asked to appear and undergo an oral examination, to size up his personality.

*By Mr. Currie:*

Q. He would not have stood one chance in one thousand years.

The WITNESS: This bears out the statement that the best men cannot be induced to send in their applications. I am speaking of professional and technical men—the best men cannot be induced to make application.

*By Hon. Mr. Calder:*

Q. On the other hand, do you hold that the professional man—when one is wanted in the department—that you would go out and get this man if he has not got to compete?—A. I do, and more than that, the official in the department who has special work which he wants performed, knows the special line in which he wants an investigation made, and while 100 men might appear and have the professional qualifications which would enable them to do this work, with his special aptitude, a certain individual to carry it on should be best known to the person in charge of the department, who knows the line that he wants to investigate.

Q. I am going to get you and your department into real trouble. You are wanting a research man now. Dr. Amyot has been wanting him for the last three months. A man to carry on what is called “research work,” laboratory work, and one of these days you will be advised that you can get him?—A. I hope it will be true.

Q. And you will be right up against a competitive examination by the department for that man, and there will be 10 or 15 applications sent in, and as a result of this competition, one of these men is going to land that job. Would you like, or would you rather go out and search Canada, and make up your mind what type of man you wanted? There will be only one man of that class in your department. Would you prefer to search Canada to get that man, and put him on, or would you want the commission to do it?—A. If myself or Dr. Amyot had a recommendation to make, I am quite sure that we would recommend the man who would carry on that research work in the Dominion of Canada which would be a credit to the Dominion and to the department.

Q. In other words, temporarily?—A. Yes.

Q. The recommendations you make to the commission will be accepted, you are quite agreeable?—A. Yes.

*By Mr. Thompson (Yukon):*

Q. As a matter of fact, do you expect to employ a research man and to engage in research work?

HON. MR. CALDER: We have a vote for it, and we hope to get started very soon.

*By Mr. Currie:*

Q. On what line?—A. Medical research work, especially along the special lines which are most concerned with what we call our most dangerous drugs, which are used in the treatment of venereal diseases. There is no supervision in Canada over any of these drugs, and the only thing that saves the public is the competition among the manufacturers, and they make up a good drug in order to get the business. They are standardized.

*By Hon. Mr. Calder:*

Q. Some of them are very dangerous?—A. Some of them are exceedingly so. There is a man on trial now in Toronto on the charge of having administered one drug when he had intended to administer another one. Two patients of his died in twenty minutes.

Q. That is the type of research work you want to carry on?—A. Yes.

[Dr. D. A. Clark.]

*By Mr. Thompson (Yukon):*

Q. What I had in mind was the epidemics that go around the country?—A. Yes.

Q. For instance, the influenza?—A. Yes.

Q. There is a great field there?—A. Yes.

Q. Do you think the enlarging of your department would take care of that?—A. If we had a head such as we have in mind, that is one of the first things we will take up.

*By Mr. Currie:*

Q. There are also the blood diseases?—A. Yes|

Q. The most wonderful research in medicine is carried on, I believe, in connection with what is called the tropical medicines?—A. Exactly.

*By Hon. Mr. Calder:*

Q. Have you any mental specialists?—A. We are hoping to get one. We have one, Dr. Margaret Parks. She is working in connection with the immigration, and while she is thoroughly efficient, we do not think she has had the training which the importance of the work of immigration demands, and so we have at the present time an application into the commission for the appointment of a mental specialist, for Quebec during the summer—a temporary appointment, for three or four months. That recommendation has gone in in favour of Dr. Eric Clarke, a son of Dr. C. J. Clarke of Toronto.

Q. Is his work very important?—A. We think it is one of the most important things in connection with immigration. Complaints have come again and again into the department, that the provincial asylums have been under the necessity of caring for a number of individuals who should not and would not have been permitted to enter Canada by immigration, if it were possible to carry on a complete mental analysis of the immigrants who came in. Of course, that is impossible—or almost so.

Q. If you could get a man of that class in charge of your work, would you use him in training your other doctors?—A. That is exactly what the department wants to do.

*By Mr. Currie:*

Q. There are certain tests recognized for mental deficiency?—A. Yes.

Q. We used to have an old law, I think that it was, within three or four years after a man was admitted into Canada, if he went insane he would be returned to the country from whence he came?—A. Yes.

Q. Is that still in force?—A. It is still in force, yes. There is a certain period—

Q. A period of probation?—A. Yes.

*By Hon. Mr. Calder:*

Q. It goes beyond that now. A change was made about a year ago. If a man becomes insane any time after he is landed in Canada?—A. Yes.

Mr. CURRIE: We must have a little latitude now during our dry spell.

*By Mr. Griesbach:*

Q. In view of the difficulty you have had in selecting your professional and technical personnel, do you, as a matter of fact, when you see one of these appointments looming up, begin to look around to get a suitable man to put in?—A. Yes, we do. The deputy usually comes to me and discusses the whole question.

Q. You try to get the man on tap for the job?—A. Yes.

O. And you approach him and say, "Here is an opening for which we are prepared to recommend you."—A. No. I do not think in any instance we have gone that far. I think the moment we decide on an individual whom we thought would

[Dr. D. A. Clark.]



be suitable to fill the appointment—I think the deputy minister has gone to the head of the Civil Service Commission at once.

Q. That being so, and the Civil Service Commission acquiescing in your proposal, would eliminate the competition for that particular position.—A. Well, of course our appointments have of necessity been required to be made so quickly that I think that was the reason the commission acquiesced in the appointments being made in that way. You must remember these appointments are only temporary.

Q. But they lead to permanent appointments later on?—A. They may.

HON. MR. CALDER: Just a moment, you say these appointments are made so quickly; are you sure, in connection with this research work that Dr. Amyot has not looked over the whole field and taken into consideration the qualifications of a dozen men in Canada, all practical men, and has practically made up his mind, although the applications have not gone to the Civil Service Commission—as to the man he would like to have carry on that work? Perhaps Dr. Amyot can answer that better than you can, but I am inclined to think—I do not know whom he has in sight—but I know he has somebody, and I believe that if I would approve his application and send it to the Civil Service Commission he would have his recommendation in.

*By Mr. Thompson (Yukon):*

Q. What procedure do you follow in the event of a ship bringing immigrants to Quebec—you have such ships?—A. Yes.

Q. What do you do in the first place—have you a man at quarantine?—A. Yes.

*By Hon. Mr. Calder:*

Q. Are you going to open up a whole hour's discussion?

MR. THOMPSON (Yukon): No.

*By Mr. Thompson (Yukon):*

Q. What do you do to satisfy yourself regarding the bill of health of the ship?—

A. The bill of health, of course, is looked over.

Q. By whom?—A. By Dr. Nadeau, in charge of immigration—you were speaking of immigration?

Q. Yes?—A. Yes, the doctor looks over the immigration list at Quebec, and he gets in touch with the ship's doctor, and he sees what has occurred during the voyage over, and if certain individuals are reported on that bill of health suffering from a disease—

Q. For instance, typhus, and bubonic plague, the ship—a ship came in from New York a few months ago with some typhus cases on it?—A. That should be held up in quarantine.

Q. Have you a competent man at this point to recognize diseases of that kind?—A. Yes, we have a very competent man at Grosse Isle.

*By Mr. Currie:*

Q. Could he distinguish typhus from spotted fever or menengitis?—A. I would think so.

Q. They could not tell the difference over in France?—A. Of course, if he suspicions that, he would detain it until he was certain.

*By Mr. Thompson (Yukon):*

Q. He would detain the ship?—A. No, he would detain the infected person and all the contacts.

THE CHAIRMAN: All of this academic matters, these academic questions, are very interesting—

[Dr. D. A. Clark.]

Hon. Mr. CALDER: As between doctors.

The CHAIRMAN: But we are not getting on with the purpose for which this committee was created. Have you any further questions to ask Dr. Clarke in regard to the matter at issue.

Mr. CURRIE: Has he been asked with reference to the Bill?

The CHAIRMAN: Yes.

*By Mr. Currie:*

Q. You have gone over the clauses of the Bill?—A. Yes.

Q. Will you make up a memorandum, or a list of the names of those who have been appointed in your department since you have been in the position.

Mr. CURRIE: You have a copy of it. Any amendments you can suggest in that, you might send to the secretary and the chairman as soon as possible.

*By Hon. Mr. Roche:*

Q. You admit you got your own position after the position was advertised and competition was held against other medical men?—A. I must have.

Q. I look upon you as a pretty good product of our system?—A. Thank you.

Q. That combats your theory that good medical men will not apply for medical positions?—A. Of course I was urged very strongly by Dr. Amyot to apply for the position.

Witness retired.

Mr. ORMOND HIGMAN, Director Electricity and gaz inspector, sworn.

*By Hon. Mr. Calder:*

Q. You are connected with what department?—A. With the Trades and Commerce now.

Q. How many years have you been there?—A. Since September, 1918.

Q. How many years have you been in the service?—A. 29.

Q. Twenty-nine years?—A. Yes.

Q. You are in charge of what branch in the Trade and Commerce Department?  
—A. The Electricity and Gas Inspection.

Q. Were you in the Trade and Commerce Department before?—A. No.

Q. You have been connected with this Electricity Branch? What do you call it?  
—A. Gas and Electricity.

Q. For how long?—A. Twenty-nine years. I prepared the legislation in 1892, for the electrical installation.

Q. You have been in that branch for twenty-nine years?—A. Yes.

Q. I think you wrote a letter to some person that was submitted here?—A. Dr. Roche. It was a personal letter and I did not expect it would be printed because some of the people alluded to are still living and I don't want to hit them too hard.

Q. I don't think any names are mentioned?—A. They are in the paper.

Q. I think they were referred to as saloon keepers and fellows like that?—A. The appointments are there by name in the paper.

*By the Chairman:*

The CHAIRMAN: They should not be published.

Mr. CURRIE: They are all here in the record.

[Mr. O. Higman.]

*By Hon. Mr. Calder:*

Q. Just let me see that record for a minute? We won't mention any names at the present time at any rate. Is the shoemaker still with you?—A. Yes.

Q. He has been there since 1901?—A. Yes, sir.

Q. Is a fairly good official to-day?—A. He is not very much to-day, and he does it after a style.

Q. How old is he?—A. I presume he is about sixty now. I could not tell you off-hand just his exact age.

Q. In the neighbourhood of sixty? What is his work?—A. To test electric metres.

Q. That is not a very hard job, is it?—A. Isn't it.

Mr. GRIESBACH: He has to know a volt when he sees it.

*By Hon. Mr. Calder:*

Q. Do you mean to say that in twenty-one years he has not been able to learn how to test a meter?—A. If a question was to arise as to an electrical condition concerning his testing he would know absolutely nothing about it.

Q. After twenty-one years' service?—A. Yes, unless he took up the study of it.

Q. Have you met this man personally?—A. Yes, I gave him his first lessons.

Q. Have you seen him within the last ten years?—A. No, I have not been in his district. I have an outside supervisor now. He attends to that part of the work.

Q. Take so far as that man is concerned, it has been reported to you in the last ten years he is not giving satisfactory service?—A. He is a part time man and he is doing the little work that has to be done.

Q. Are most of these men part time men?—A. No, they are full time.

Q. What would you pay them during the year?—A. \$500.

Q. What part of his time will he give to the service?—A. Just whenever the companies need a meter tested. He has a shoe shop in the city where he resides.

Q. He is still running the shoe shop?—A. Yes.

Q. Whenever they want a meter tested?—A. He puts in, I presume, so many hours a day in his office, or some portion of the day. He has his time mapped out that way.

Q. Have you any reason to think from your records and correspondence with him that his work is not satisfactory?—A. Well, I have had no complaints. You must understand that the companies are quite satisfied to have a non-competent man in some of the places because they can control him.

Q. I would not say that?—A. We have had that experience.

Q. Why can they not control a competent man? You are referring to a man not carrying out his duties and being subject to influence. What is the difference between a competent man and an incompetent man in that respect?

*By Mr. Currie:*

Q. I think we ought to know what the duties are before we proceed further. What do the duties of an inspector of an electric meter consist of?—A. He has, of course, his standard instrument and he has to connect it up with the meter.

Q. Where are the meters? Are they in the people's houses or are they in the factory first?—A. They are usually, in the large cities, to save the carting of the meters, we do the testing of the meters at the company's premises.

Q. Now I manufacture meters. Every meter that I manufacture has to be inspected before it leaves the factory. You inspect the meters at the General Electric Factory, don't you?—A. No.

Q. All right then?—A. We inspect the meters—take the Hydro Electric there in Toronto, or the Consumers' Gas Company; at the beginning they brought the meters to our office.

[Mr. O. Higman.]



Q. To your laboratory?—A. Yes, to the testing office. I thought that was rather expensive and troublesome.

Q. They had to cart them to your office?—A. And take them back again, so we agreed if the company would give us an office in their premises with a lock and key, so that we could control that room, we would do the testing on their premises and save the expense of cartage.

Q. We will say the Toronto Electric Light Company have 500 meters, or the Hydro Electric have 500 meters that they have sent in to them, and they are going to put them out and install them and they have the equipment under lock and key in their office. What does that equipment consist of?—A. Watt meters.

Q. A very fine instrument is it not?—A. Yes, the best we can get for the purpose.

Q. Is it specially built for that purpose?—A. Yes.

Q. What next do you have? Do you test those instruments for anything but watts?—A. It all depends. If it is an ampere meter we test it for amperes.

Q. If it is a direct current meter you use the volt on it?—A. Watt meter for the direct current.

Q. All the man has to do is to attach the poles of the meter to your standards. He takes the meter and he attaches it to the standards, hooks it up, and turns the button. There are two meters alongside each other. Here is the standard one, and there is the one being tested, and he can tell whether the one that is being tested will be the same as the other one, is that right?—A. Partly, and he might find something wrong and he has to understand.

Q. Slight adjustments?—A. He has to understand something of electrical conditions. I have seen testing going on in a place where the tests were apparently right, but they were all wrong simply because there were substances near that caused induction.

Q. What substance could cause induction?—A. Iron and steel.

Q. Would not you go all over the room and put it under lock and key and see that there would not be any magnet around?—A. No, but there may be something on the table. I have approached a sensitive instrument with my watch and found the steel case of the watch put the standard out.

Q. A standard instrument; with a rough instrument like that, it would not effect it much?—A. No.

Q. How close do you test? How many watts?—A. Within one-half of one per cent.

Q. That is 500. What do the watt men do to test 2,000?—A. One instrument will not go from a lower range to a high one with accuracy.

Q. There are thousands of people putting those meters in, putting in electrical work. It is not an uncommon thing for a plumber or a gas fitter to take apart the meter and assemble it again. I have done it myself?—A. You are a university man.

Q. I have a dozen men can take them apart, they never went to a university, and can assemble them again?—A. I would not trust the meter.

Q. I say there is no great mystery about those things. You know boys in the schools and in backyards are building them now, because they are going to understand more about electricity. Supposing you were going to pick a man for a test of that kind, what would you do to select a man to fill the job?—A. I would want him to be thoroughly well grounded in electricity. Now in addition to the meter testing we have over-all tests of power plants.

Q. You are asked to make power tests?—A. Take, for instance, the power plants at the elevators at Fort William, every year all the companies, in fact, require us to make over-all tests, that is, to take in the whole plant, and while it is working to test the meters on the switchboard.

Q. You just test the meter?—A. Test the whole plant.

Q. Have you got to test the losses in the transformers?—A. Yes.

[Mr. O. Higman.]

Q. Is that part of your duties?—A. Yes, we have to test the power factor and make those tests. They are very intricate, and cannot be done by anyone who is not trained in the work.

Q. Let us get down now to how you get your men appointed. Has the Civil Service Commission been appointing men for you, or have you been recommending anybody yourself?—A. Prior to 1918, I always made my requisition to the deputy minister in writing.

Q. Did he indicate anybody, or had you somebody in your mind's eye?—A. No, not often. I always asked for an examination. Up to 1907 we were getting a class of men that I could not use; at least when they would give me a man that knew nothing about the work, I had to get a second man who did know, and so the Service got loaded up.

Q. Up to 1907, what percentage of young men in the country knew anything about electricity; how many in a 1,000?—A. I could get them. In 1907, the Act was amended in clause 11, and this second paragraph was put in to try and prevent the class of men coming that were coming.

*By the Chairman:*

Q. While the Colonel is studying the Act, you say that this man under discussion, the shoe-maker, was not efficient for the work?—A. No, he was not. I went there to put him at his work, and he got the high school master to come with him, because he was so absolutely ignorant of the work that he could not understand, and the school master took notes and afterwards instructed him in what I wanted him to do. That was the introduction of that man, a very nice man; I would dislike very much to say anything that would hurt him. But there he is.

Q. Why is he retained in the Service; why he is not dismissed?—A. Well, it is not easy to get rid of a man once you get him.

*By Hon. Mr. Calder:*

Q. Did you ever recommend his retirement?—A. No, I did not.

*By Mr. Currie:*

Q. How old is he?—A. I do not know exactly, but I think he must be 60 or over.

Q. How many of these inspectors have you, one in every town where there is gas and one in every town where there is electricity?—A. No, we have districts. We have three main laboratories, standardizing laboratories, one at Ottawa, one at Winnipeg, and one at Vancouver. In addition to that, we have 22 inspection districts from Halifax to Victoria. The headquarters of the districts of course, are in the principal cities. The headquarters of the Ottawa district are here in Ottawa. The Toronto district takes in many counties; we go up as far as Parry Sound and that part of the country. The headquarters are at Toronto, and so on throughout the country right through to the West, and we have something over 100 men, 110 I think.

Q. When an instrument is offered by a manufacturer, it is something like a weigh scale, is it not? Would it not be much simpler for you—there are only about four people making these instruments—to have a man at the factory and laboratory where you could give the instruments a thorough turn-over, and give the man his license?—A. That might work very well with the main builders in Canada, but we have a large number of instruments from Europe.

Q. Could they not be compelled to test them all through your laboratory and charge a fee for them?—A. We require first of all under this Act that before any meter is put on the market in Canada, it must be submitted to our laboratory here for a thorough investigation, and if it is a fit and proper instrument to measure electricity then we pass it; if it is not, if its electrical characteristics are wrong, we reject it, and say, "You cannot sell that meter in Canada."

[Mr. O. Higman.]

Q. What do you find wrong with them generally?—A. Well, we have not had to reject very many.

Q. As a matter of fact, there are only about six types, are there not? I mean six standard types?—A. Oh no, there are 20 or 30.

Q. Makes?—A. That have been assented to.

Q. Passed?—A. Yes, passed by the department.

Q. Do you ever inspect them on the wall? I have had one on my wall now for ten or fifteen years, and it may be all wrong. Maybe I am being cheated every minute. What happens?—A. The Act requires every meter to be retested after six years. We have got an index card for every meter in Canada; at last we think we have, and that meter has to come in for reinspection within six years.

Q. You take one in, and take it off the wall.—A. And get it tested.

Q. What would be a sign to me that my meter has been tested? Is there a license mark on it?—A. It is sealed with wax with the date stamped on it, and that should come in. Of course, there is a penalty against the company for not bringing meters in at the proper time. We are after them all the time.

Q. At the date you refer to here, when you had so much trouble with those appointees, had electricity reached anywhere near the standard of perfection it has reached now?—A. No.

Q. For instance, they did not have stoves?—A. No.

Q. It was only electric light and a few direct current machines?—A. There was some power.

Q. And ordinarily when you asked for an inspector of electricity, I suppose those members of Parliament who caused so much trouble thought you wanted a man to measure liquor or something like that and that any old man would do?—A. I will give you one instance. As soon as we had this Bill amended, I wanted a man in one of the western cities. I made a requisition to the Deputy Minister. He consulted the Minister, and it was sent to the member of Parliament representing that district. His attention was called particularly to the section requiring a technical examination which says that no person shall be appointed to act as inspector until he has passed a qualifying examination in electricity. Now, the answer came back immediately, "We don't want this man appointed." You see they were working on the word "appointed." They said, "We want him employed temporarily."

Q. Just to try him out?—A. But he came.

Q. Do you employ anybody now instead of appointing them?—A. No.

Q. When you want an inspector now what do you do?—A. We make an application through the Deputy Minister, and he sends it to the Commission.

*By the Chairman:*

Q. There was one question I did not finish. Mr. Higman said he did not like to recommend this man's retirement. Why?—A. Well, we get kind-hearted as we go along the road. We do not like to do anything harsh.

Q. My reason for asking is, are you afraid of political influence in retaining this man?—A. No.

*By Mr. Currie:*

Q. How many of those men you refer to are still left on the job?—A. Three or four of them only.

Q. You have not sent them over to the Civil Service Commission to see what they thought of them?—A. No, several of them have made good. The one that I have just instanced, who was brought in without examination, took up a course in electricity immediately, and he made good in a short time, and is one of our best men. That is the exception though.

[Mr. O. Higman.]



*By Hon. Mr. Calder:*

Q. Take the man in my home town, Regina?—A. Well, we had not a very good man there for a while. We have a first-class man there now, Mr. Hart.

Q. This man is not there now?—A. No. Mr. Hart is a graduate of Queens University in Electrical Engineering.

*By Mr. Griesbach:*

Q. I understood you to say that the Act requiring examination was amended in 1907.

Mr. CURRIE: That is the 1907 Act.

WITNESS: The provision was put in this requiring examination.

Q. I observe that some of those men appointed subsequent to that date—one excise man was appointed in March, 1913; another excise man was appointed in 1916. A mechanic over 60 years of age was appointed in 1917.

Q. Did those men take the examination?—A. No, sir.

Q. How were they appointed then?—A. By the Minister.

Q. Simply over-riding the Act?—A. Yes.

*By Mr. Currie:*

Q. How could he over-ride the clause which says:—

“No person shall be appointed to act as inspector or assistant inspector until he has passed a qualifying examination in electricity, such examination to be held by a board of three examiners composed of the chief electrical engineer of the department, who shall preside, and two electrical experts to be appointed by the Governor in Council.”

How did they manage to get past that?—A. I thought I made that clear. They said we are not appointing these men, we are simply asking you to employ them.

Q. I see. Was he ever appointed?—A. Yes, later on, when he qualified. The Commission has been good enough on my recommendation to make the others who were qualified permanent, who have been in many years.

Q. Those were not permanent appointees at all; they were simply engaged?—A. Some of them. The amendment of the Act in 1907 did a lot of good. We got better men after that.

Q. We have been told here at these gatherings that the procedure in nearly all the cases where men are appointed is generally the Deputy Minister and his assistant have a man in their mind, and they have him employed on probation as it were. They get a license for him for six months, temporary employment, and that can be continued for a year. Then at the end of the year, if he has qualified, his appointment can be confirmed on an examination. Is that the method in your department?—A. No, the method that we have now with the Commission is that the position is advertised and an examination is held. I have refused so far as I am able to do it to put men on temporarily and then subject them to a competitive examination. We have been asked to do that several times, but I do not think it is fair to put a man on temporarily, advertise the position, along comes a man just out of college who beats him in the examination, and he has got to go. That is not quite fair.

Q. You do not think that that is fair?—A. No.

*By Hon. Mr. Calder:*

Q. In this list of yours, the first man was appointed in 1895, that is 26 years ago?—A. That man is not alive now.

Q. And the last man was appointed in 1917, and you have eight?—A. Six are not on; I have just mentioned six.

[Mr. O. Higman.]

Q. Have you searched your reports with a view to letting the Committee have information as to the number of that class appointed in twenty-five years time?—A. No, I have not.

Q. Were there many more than this?—A. There may not have been many more.

Q. In other words you took the trouble to go back in all your records for twenty-five years, and all the appointments that have been made, and you have found eight appointments in that time?—A. I simply mentioned those. There are others who are put on, who qualified later, but without passing the examination.

Q. You have already said there were not very many more?—A. Not of that particular class. There were others put on without examination.

Q. Were there many since 1907 who did not pass the qualifying examination?—A. About a dozen all told.

Q. How many would be appointed from 1907 down to the present time, fifteen years?—A. I suppose two dozen or more. You see the vacancies do not occur very often.

Q. We would like to have a letter from you giving the names of everybody appointed since that Act was passed, the year of appointment, and opposite each a statement as to whether or not they passed the qualifying examination. You will let us have that?—A. I will do that, if I can get the record.

Q. There will be no question about the record. You know everybody appointed, and you know whether they passed the examination or not. (No answer.)

*By Mr. Currie:*

Q. On the whole was your staff fairly efficient, or were you having trouble and complaints?—A. We were having trouble in some quarters; the companies complained that they were not getting satisfaction.

Q. The companies?—A. Yes.

*By Hon. Mr. Calder:*

Q. Let me have the name of one man appointed within the last six months?—A. There is a Mr. Frankland in Toronto.

Q. Did you apply to the Civil Service Commission?—A. Yes.

Q. You had no person in the department who could be appointed to that position?—A. No.

Q. Or in your service?—A. No, we required him because of increase of work.

Q. It was a new appointment?—A. Yes.

Q. And you had no person to promote?—A. No.

Q. You applied to the Civil Service Commission to fill the position?—A. Yes.

Q. From the time you made application through your deputy, had you anything to do with that appointment at all?

Mr. CURRIE: Come on now, Mr. Higman.

A. I am trying to think. Letters came up from the Commission asking questions, and of course I had to answer them. I do not remember in regard to that particular one, but there were half a dozen vacancies at the time, and an examination was held. There was a vacancy at Victoria, and one at Vancouver, one at Regina, one at Winnipeg, one at Montreal, and another at Toronto.

Q. Did you do the advertising?—A. No sir, the Commission.

Q. And those advertisements all appeared at the same time?—A. I presume so; I think so. The vacancies were given to the Commission.

*By Mr. Currie:*

Q. Let us assume that the applications came in; they would come into the Commission?—A. Yes.

[Mr. O. Higman.]

Q. Not to you?—A. No.

Q. The Commission would have all the applicants before it. Did you see them?—A. The papers which I prepared, the examination papers, would be sent to me for valuation.

Q. You set the examination?—A. Yes. I have got a sample here if you would care to look at it.

Q. I do not suppose I would know very much about it. You set the examinations, and examined the papers?—A. Yes.

Q. And gave the marks?—A. Yes.

Q. You handed these over to the Commission?—A. Yes.

Q. Was there any other part that you took in it outside of that?—A. I think not.

Q. You were called in in consultation by the Commission, when they were finally deciding who should be appointed?—A. I have on two or three occasions.

Q. On this occasion when you had the six appointments to fill, were you called in consultation at all?—A. No, but I was consulted in this way; that I had to make a report on qualifications.

Q. What phase of their qualifications did you report upon? You examined their papers?—A. Yes.

Q. And you gave those papers a mark?—A. Yes.

Q. And sent the Commission the result of your marking. Now outside of that, what was there?—A. On this occasion they also submitted what is called the education values, I do not know exactly the term.

Dr. ROCHE: A special position form, experience and education.

WITNESS: We never made education a part of our examination, as that paper shows.

Mr. CURRIE: That is a simple paper—a practical paper, but it is simple.

*By Hon. Mr. Calder:*

Q. You were called in in this case—remember I am sticking to the case where you have the six positions to fill—you were called in after the examinations were passed upon to pass your judgment upon their educational qualifications?—A. Well, the papers were submitted to me in my office.

Q. I quite understand that you set the examination paper, and they wrote on it, and you marked it, and you send the result of the marking to the Commission. Now then you said beyond that you were called in in a consultative way to pass judgment upon them?—A. No, sir, that is a mistake. They sent further papers outside of the examination papers, as to general fitness.

Q. You had nothing to do with the preparation of those?—A. No.

Q. Did you have anything to do with the marking of them?—A. Yes, we made a report on them.

Q. Did you do it yourself?—A. I assisted, with the Assistant Director in the Laboratory.

Q. That is the two of you judged these papers?—A. Yes.

Q. And you put markings on them?—A. Yes.

Q. And sent them back?—A. Yes.

Q. The Commission had before them your markings on the technical examination?—A. Yes.

Q. Your markings plus somebody who assisted you with educational examination?—A. Yes.

Q. And you left that with the Commission?—A. Yes.

Q. Did the Commission ask you to do anything further in connection with these appointments?—A. I think not.

[Mr. O. Higman.]



Q. Are you sure?—A. I do not think that anything further was said to me.

Q. As a matter of fact, in connection with these appointments, did you not recommend to the Commission, as a result of those examinations, whom in your judgment should be appointed?—A. No.

Q. You did not do that?—A. No.

Q. Quite positive?—A. Quite positive.

Q. Did your deputy?—A. No.

Q. The other man you spoke of?—A. No one in the department.

Q. It was left entirely with the Commission from that point on?—A. Yes, the Commission made the appointment.

Q. You set the paper?—A. Yes.

Q. And you did the marking in the case of one of the papers and somebody else set the paper and you did the marking in the case of the other paper?—A. Yes.

Q. I would presume the Commission would decide who should be appointed from your markings. One man was rated, we will say, 90 in one paper and 80 in the other, and nobody got any higher than he did, he would be appointed?—A. Not necessarily.

Q. Then what good was the examination?—A. Let me explain, sir. The overseas man might get 50 marks—

Q. We will except that man?—A. And a man living here who had not been overseas would have 99, but the overseas man would get it.

Q. Assuming they were all civilians, and none of them had soldier experience. You would mark those men, and one got 90 on one paper and 70 on the other, and no person comes up to that point, all civilians, that man you marked 90 and 70 would get the job?—A. Possibly, I do not know just what the Commission would do.

Q. Those are the only things he was examined upon. After all, the examination on merit is the only test. You rate that man higher than anybody else; why should he not get it?—A. I see no reason why he should not.

Q. Do you know any case where he did not?—A. Except in the case of the overseas man.

Q. So that, as a matter of fact, the men who get those jobs are the men you gave the highest marks to?—A. Yes, the men who won the examinations.

*By Mr. Currie:*

Q. You were then attached to the Inland Revenue Department?—A. Yes.

Q. Who was the chief of the Inland Revenue in Toronto then?—A. We were not connected with any—

Q. I am just asking you that question, who was the chief of the Inland Revenue?—A. I do not know.

Q. Mr. Frankland; he had been there for many years?—A. Yes.

Q. Is this a son of his?—A. I do not know.

Dr. ROCHE: I do not know.

*By Mr. Currie:*

Q. There is a great deal of lack of knowledge about it. You will have to find out?—A. He certainly wrote a fine examination.

Q. I think you will find he is a son of ex-Alderman Frankland. (No answer).

*By Hon. Mr. Calder:*

Q. The only point I want to make—and I do not say you would do it for a minute—and I do not say you would if you had ever considered it?—A. Do what?

Q. That man's job depends upon your marking, and any man who wanted to show favouritism could, in the first place have a man apply, and in the second place he could mark him up to a point where he would get the job, and if he wanted to

[Mr. O. Higman.]

show favouritism, the power lies in his hand?—A. Do you mean by that that I have an influence—

Q. No, I said I would not suggest it for a minute, but somebody else might, if they wanted to, under the system?—A. No, I had no idea this man was applying.

Q. Suppose it was a job in some other department and the chief officer wants to have some person get that job, he goes around and says, "Well now, John, you had better apply," and he applies, and John writes on the examination, and his papers are finally examined, and he gets 95 per cent, and he lands the job. It lends itself, if somebody wished to use it in that way, to favouritism?—A. Well, I have assisted the Commission in their advertising. I have got advertisements from the Commission and sent them out, and asked our men to distribute them so as to be sure to get applicants. We have had difficulty in getting men.

*By Mr. Currie:*

Q. Let us get down to gas. You have been talking about electricity. You were first in charge of the gas before there was any electricity. Is that not right. You are really a gas man?—A. No, I assumed the gas at about the time I introduced the electricity. The gentleman who was there before me left on account of ill-health and age, and I took hold in 1892 or 1893.

Q. You still carry on with the gas.—A. Yes.

Q. Have you had any such troubles as this with the gas?—A. No, there was never any provision in the gas Act for an examination, and the work is not so difficult. I may say we always ask for an electrical man and we teach him the gas. We make sure we get the electric end of it right.

Q. After going all over this question and looking at it from every point of view, don't you think that if you were allowed to select your own men by examination, really just the way you have done in this case, and submitted the results to the Deputy head of the Minister, don't you think the result would be just as satisfactory as they are with the Commission? Supposing the Commission put somebody over you that really might be a technical man, but would not be a good man practically—you have to have the human in your business as well as any place else?—A. Yes. Of course we are assuming there something that is not likely to happen or be possible. I do not think that an Act of Parliament would be passed to give me the power, or even the Deputy Minister, to make an appointment without appealing to the Minister—

Q. The Minister is the man who gets the money for the department. He is the man who has to face the angry mob on election day, and don't you think he ought to have a little say too?—A. Apart from that, what I meant was this—

Q. You know the idea of responsible Government that we brought down from Alexander MacKenzie—don't you think we are going outside of that nowadays and setting up a bureau?—A. I think in the different services you ought to get the men you need, the kind of men that you need. That is all I would care for; I would not care what the politics were if I could get men trained for my work, and as the Commission has been giving me the right of men I am satisfied.

*By Mr. Currie:*

Q. You have read the Act over, Mr. Higman?—A. No, sir, I have not.

Q. Your have not read the Act?—A. No, sir.

Q. Not having read the Act, how does it come that you saw so many objections?—A. From the newspaper reports.

Q. My dear sir if you believe what you see in the newspapers here, you would think that there was nothing but the Civil Service Commission in the whole country, but if you sat here, as we have been doing, day after day, you would soon find out that they are very much lacking?—A. A copy of the Votes and Proceedings is sent to my office, and I saw that a Bill was to be introduced.

Q. I think I will have to have a copy of this evidence sent to you so as to convert you.

[Mr. O. Higman.]

*By Mr. Griesbach:*

Q. Referring to these examination papers which were referred to by you, were they marked by number or by name?—A. By number. I did not know who the parties were.

Hon. Dr. ROCHE: That is right; that is the whole point.

*By Mr. Currie:*

Q. The only people to know who they were were the Civil Service Commission?—A. Yes.

*By Dr. Roche:*

Q. The examination, Mr. Higman, was held in order that you might assure yourself of getting somebody with the necessary qualifications?—A. Yes, I have been asked to prepare the papers and it was sent by registered letter to the printer in your department, Doctor, and that was the end of it as far as I was concerned.

*By Mr. Argue:*

Q. You would not know John Smith if he came up for examination?—A. No.

Dr. ROCHE: That ought to convince you, Mr. Calder, that it was all right.

Hon. Mr. CALDER: I know too much about examination papers to take much stock in that.

*By Dr. Roche:*

Q. Mr. Higman, just a minute. Suppose no person was appointed who did not pass successfully that examination?—A. No.

*By Mr. Currie:*

Q. Are there not lots of young fellows who have the qualifications running around the streets—there are hundreds of them walking about the street?—A. I do not get up against them.

Q. Why?—A. Well, perhaps the salary range is not high enough.

Q. Oh, perhaps that is what brought the shoemaker on the scene. How much did that shoemaker get?—A. \$500—but you must remember he was a part-time man.

*By Hon. Mr. Calder:*

Q. Are these all part time men?—A. No.

*By Mr. Currie:*

Q. Who are the full-time men; how are they paid?—A. From \$1,260 to \$1,620.

Q. At that time?—A. No, perhaps from \$700 to \$900 or about, and with a very good pull they would probably get \$1,200.

*By Hon. Mr. Calder:* ..

Q. There was a man appointed in Halifax in 1917?—A. Yes.

Q. He turned out all right?—A. Not very good.

Q. Not very good?—A. Not very good.

Q. How many men have you in your department, Mr. Higman?—A. You mean altogether throughout the country? I think it is 107 or 108.

Q. Have you many promotions to make throughout the year?—A. Not very many.

Q. How many—who makes those promotions now?—A. The Commission.

Q. Would you prefer to make them yourself?—A. I don't know. I would like to recommend them. Of course I do.

[Mr. O. Higman.]



Q. Do you think the Commission or anybody the Commission employs knows as much about those men as you do?—A. No.

Q. You would like to make these yourself?—A. Yes, but I do not think I would be allowed to.

Mr. CURRIE: Don't be too sure about that.

*By Hon. Mr. Calder:*

Q. Mr. Higman, have you made any recommendations to the Commission for promotions?—A. Yes.

Q. Have they been carried out?—A. I think so.

Q. Should you not make them yourselves?—A. It does not work.

Q. Why does it not work?—A. It is beyond me, sir.

*By Mr. Currie:*

Q. Does the Commission interfere with the operations of your office, or your staff in any way, or anything of that kind—have they done so since you were there?—A. No.

Q. And you have no complaints about the Commission to make on that score or anything of that kind?—A. I would be inclined to draw the line if they attempted to interfere with any of my men or the system in any way.

*By Mr. Thompson (Yukon):*

Q. Which system do you prefer to work under, the present one or the one that was in vogue before the establishment of the Civil Service Commission?—A. The present one.

Q. Do you consider you get more efficient men under that service?—A. Yes.

Q. Under this system?—A. Yes.

*By Dr. Roche:*

Q. How many applications did you have at that examination of which you spoke a moment ago?—A. I think six or seven.

Q. Were there not ten who passed the examination who were placed on the eligible list?—A. I think eighteen, if I remember rightly, wrote altogether, and ten were passed. One man was given a job at Regina, but he turned it down and we are still short one there.

*By Hon. Mr. Calder:*

Q. Do you recommend the minimum and maximum salaries to be fixed by the Civil Service Commission?—A. Yes, the recommendation goes to Council, or the Commission—I do not know which—that is taken care of by the accountant, and he gets a report from me as to whether or not they have been discharging their duties satisfactorily.

Q. How many men have you here in your office at Ottawa?—A. I have six in the laboratory, a stenographer and indexing clerk—

Q. That is eight?—A. And myself, that is nine—about nine altogether.

Q. You do recommend every one, leaving yourself out, of the eight for increases this year?—A. I don't think so. I signed three requisitions for increases.

Q. Their salaries are fixed by this time. They are fixed for this year?—A. Yes.

Q. Do you say you have only eight employees?—A. Yes.

Q. Surely you know whether or not you recommended them all, or which ones you did not recommend?—A. I do not think we were asked. They took it for granted, seeing us going in and out all the time, we are doing our duty and so they gave us the increases.

[Mr. O. Higman.]

Q. So the eight got the increases?—A. I hope so.

Q. Do you know?—A. I do not know, as a matter of fact. I got mine. But I have now reached the limit after climbing for 29 years.

Q. Just one moment, you have a staff of eight, every one of whom is under your personal supervision, working with you, every day. This is getting on in May, and the first of the fiscal year started in April. Those people had to get their cheques at the end of April. Do you mean to say that as head of the branch you do not know whether or not every one of those eight got the increase in salary?—A. No. That is a matter that is controlled by the Chief Accountant.

Q. The Accountant does what he pleases in that connection?—A. Not just that, one or two of the men are at their maximum.

Q. How many are at the maximum?—A. I think two or three.

Q. That leaves six to take care of. Do you mean to say that you do not know, as head of the branch, whether these six have received increases?—A. I made a formal recommendation in regard to it.

Q. Then do you mean to tell me the Commission arranged for these increases without consulting you at all?—A. Yes, if they got a report from the Deputy Minister.

Q. If the Deputy Minister, who does not know the work of these people as you know it—who cannot possibly know it—would he make a recommendation for increases of salary without consulting you?—A. The list is prepared by the accountant, and possibly he may have said: "Here, these people are all right for their regular increases."

Q. He would say that to you?—A. Yes sir, I would not say that was actually done. I have no distinct recollection at the moment, but that is the method the accountant usually follows. He prepares the list of increases due under the law, and as soon as a report is made that satisfactory service has been given, the list goes through.

Q. We have not had any evidence of that character from any other department. In every case there has been a straight recommendation by the deputy head of the department or of the branch. Then the deputy minister makes the recommendation to the Commission.

Q. Do you think your deputy minister would make a recommendation of that kind without consulting you?—A. He can get the information from the chief accountant.

Q. What in the world's business would the chief accountant have in regard to the furnishing of the increases in salary?—A. I control only the technical work of the branch and the men under me, of course.

Q. Are you the head of the branch?—A. Not in so far as the spending of money or the keeping of accounts is concerned.

Q. You have got an accountant in your branch?—A. No, it is the chief accountant of the department.

Q. How many men have you in your branch, or women? I mean, right in under your personal control in the electrical and gas branch?—A. Eight or nine, as I said.

Q. The accountant is outside of that?—A. Yes, that is so. He is the chief accountant for the whole department, so many branches.

Q. Does that accountant come in and watch every day to see what your staff is doing and to see whether they are doing their work properly, and so on? Does he know anything about it?—A. No.

Q. Does the deputy minister come in and watch the procedure in your department?—A. No.

Q. If a recommendation is to be made as to the efficiency of this staff—as to whether or not they should get the increase, who is the man who should give that information?—A. I would be called upon to do that, if there was any doubt in regard to any one of these individuals.

Q. You are not called upon?—A. I would not like to say I was not.

Q. If you were called upon you would be called upon verbally by the accountant who would come in and see you?—A. Yes. I put my name to three or four papers; I presume they were for increases.

Q. You did not know what you were signing?—A. Yes, I do.

Q. Then you were signing a recommendation for an increase in salary?—A. Yes, three or four of them. I have a recollection of signing three or four.

Q. And the others did not get the increases?—A. They did not ask me if they were entitled to get them.

Q. Do I quite understand that because some other person would have to pass judgment—you have eight, and you say two are up to the maximum, and you also say that you have a recollection of signing some documents which provided for an increase in the case of three or four—what about the other two?—A. I cannot tell you.

Q. That is a remarkable state of affairs?—A. I can find out. Of course, you cannot expect me to carry those things with me.

*By Mr. Currie:*

Q. Mr. Higman, following that up a little bit, you are following the line of least resistance? You take charge of the work, and look after the technical work, and the rest of it?—A. They expect me to make a report if there is not anyone in my branch doing their duty, and I certainly would do it.

*By Dr. Roche:*

Q. Mr. Higman, you spoke a moment ago about having recommended certain of these temporary appointments, and having recommended to fill these temporary appointments certain men who had been with you for about seven years—that they be given permanencies—how long ago was that?—A. They have been made permanent, I think, within the last month or so.

Q. Under the blanket regulation?—A. Yes, there were seven or eight who had been on for many years, and had qualified, and I saw no reason why they should not write an examination after being years at the work, and I made a recommendation that they be placed upon the permanent list.

Q. There were several thousand put on in that way?—A. Yes.

The CHAIRMAN: Have you any other questions to ask the witness?

*By Mr. Currie:*

Q. You have none of your relatives, by marriage or otherwise, under you in that department?—A. No, nor in the service of the Government of Canada.

The Committee adjourned until Saturday, May 14, 1921, at eleven o'clock in the forenoon.







SPECIAL COMMITTEE

ON

Bill No. 122

An Act To Amend The Civil  
Service Act, 1918

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MINUTES OF PROCEEDINGS AND EVIDENCE

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No. 10.—Saturday, May 14, 1921

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WITNESSES:

Mr. J. C. O'Connor, President C. S. Federation of Canada. Page 283.

Mr. Patterson, President, Associated Federal Employees of Ottawa.  
Page 306.

Mr. C. G. MacNeil, Secretary G. W. V. A. Page 320.



**SPECIAL COMMITTEE ON BILL No. 122, AN ACT TO AMEND THE  
CIVIL SERVICE ACT, 1918**

**SATURDAY, May 14, 1921.**

The Committee met at 11 o'clock a.m.

PRESENT—Messrs. Spinney, (in the chair) Argue, Calder, Cruise, Dechene, Ethier, Gauthier, Griesbach, Johnston, Kennedy, (Glengarry) and Thompson, (Yukon) 11.

Minutes of the last meeting were read and confirmed.

Messrs. O'Connor, Patterson and MacNeil were in attendance.

Mr. J. C. O'Connor, President, Civil Service Federation of Canada, was called, sworn and examined by members of the Committee and from further attendance discharged.

It being 1 o'clock p.m. the Committee adjourned until 3.30 p.m. this day.

**SATURDAY, May 14, 1921.**

The Committee met at three thirty p.m. Present: Messrs, Spinney, (in the chair), Argue, Calder, Dechene, Ethier, Griesbach, Johnston, Kennedy, (Glengarry) and Thompson, (Yukon)—9.

Certain correspondence received was read and referred to the sub-committee.

The Clerk of the Committee was ordered to prepare a list showing the returns received from the various departments to date and to present same at the meeting of the Committee on Monday.

Mr. Patterson, President of the Associated Federal Employees of Ottawa, was called, sworn and examined, and discharged.

Mr. C. G. MacNeil, Dominion Secretary, G.W.V.A., was called, sworn and examined, and having concluded his evidence was excused from further attendance.

The Committee adjourned until 11 o'clock, a.m. Monday, the 16th instant.

Mr. Foran, Secretary of the Civil Service Commission to be then called and examined.

**E. K. SPINNEY,**  
*Chairman.*

## MINUTES OF EVIDENCE

SATURDAY, May 14, 1921.

The Special Committee appointed to consider Bill 122, an Act to amend the Civil Service Act, 1918, met at 11 o'clock a.m., the Hon. Mr. Spinney presiding.

J. C. O'CONNOR, sworn.

*By the Chairman:*

Q. What is your official capacity?—A. My position is President of the Civil Service Federation of Canada.

Q. Your association, I think, has expressed a desire that you should have the opportunity of addressing this Committee dealing with Bill 122?—A. Yes.

Q. We would be very glad to have your statement now for the Committee's information?—A. I may say, Mr. Chairman and members of the Committee, that the Civil Service Federation of Canada has not had an opportunity in convention to consider this Bill, but the subject matter of the Bill has been considered from time to time at all our conventions, and I think I am well within the mark in saying that the Civil Service Federation of Canada is against the principle enunciated in the Bill practically in toto, that there is scarcely a section or a sub-section of the Bill which we find meets with the approval of civil servants, as they have discussed these matters since the beginning of Civil Service organization. With your permission I shall run briefly through the Bill, and show wherein we believe this is against the idea of Civil Service reform, and wherein we are opposed to certain clauses in the Bill.

With regard to sub-section 1 of section 1, which proposes that certain classes shall be withdrawn from the operations of the Civil Service Act, I may say that we are not able to speak for all of these classes, but we are able to speak for some of them, and we are able to speak for the principle which underlies this proposal to withdraw these classes from the operations of the Civil Service Act. It is our opinion that in certain cases, for instance the appointment of manual labourers on short time works, that no harm will be done to the principle of Civil Service reform if these men are appointed under other auspices than the Civil Service Commission. Similarly with regard to postmasters whose remuneration consists of a portion of the revenue and receipts of the office, but in respect of that class I would say that, with regard to the more important offices, we believe these should be under the Civil Service Commission. With regard to the professional, scientific, and technical officers employed, I may say that there is an association, a professional institute, which I believe can speak more clearly for these offices, and we cannot only say that which I believe can speak more clearly for these offices, and we can only say that we believe and we have knowledge from what has occurred under former Civil Service Acts, that the taking of these out from under the Civil Service Commission would open the door wide to abuses which occurred in the past, and which undoubtedly would occur in the future.

*By Hon. Mr. Calder:*

Q. You do not speak for them?—A. Not particularly. We have a number of them in our association, but they have an association of their own. We speak for

them in so far as this point is concerned, that it is very difficult to draw the line as to who are professional, scientific and technical officers, and we know that under former Civil Service Acts a number of persons were appointed whose qualifications you could hardly consider as coming under the terms of this clause.

Q. Generally speaking, from your standpoint, you would object to any men of this class, professional, scientific and technical, being taken?—A. Generally speaking. There may be specific cases in which we would not object, but generally we would object.

Q. Do you think there may be specific cases where the Government should appoint those officers direct?—A. No, I do not see any necessity for it whatever. It seems to me the Civil Service Commission can make investigations and make appointments quite satisfactorily.

Q. Are you aware of the fact that under the system as it now prevails, as a matter of fact the Civil Service Commission depends upon the recommendation that comes from the deputy—that they do not make the selection?—A. I am aware that they appoint a board to go into the qualifications of these different officers, and I think that is a very good policy, but I am also aware—

Q. That is not the point; as a matter of fact, according to some evidence that has come before us, while there may be a certain formula gone through, the appointment is practically made by the department?—A. That was not my impression, and I do not think that is the intention of the Civil Service Act. It may be that in this time of transition certain things will have to be done that will not be done when the Act is fully in operation.

Q. Take the case before us last night. Dr. Clark was here from the Department of Health. They wanted a man to take care of venereal diseases work, only one for the whole of Canada, no others in that class at all. They got in certain applications that were considered unsatisfactory and the deputy minister, Dr. Amyot, went out and induced another man to put in his application?—A. Yes.

Q. He put in his application and got the job?—A. Well, the point with regard to that I think is that the advertisement was made by the Civil Service Commission, and then when they could not find anyone they went out and found somebody who would take the position. Under political patronage I never heard of an advertisement being made for a position, except perhaps a general advertisement at election times.

Q. We have had evidence that so far as professional men are concerned, the best professional men will not apply at all?—A. I think that is a question of salaries.

Q. There is evidence to the effect that they go out and look for these men?—A. It is quite within the province of the Commission to invite applicants for positions. That is well understood, but those applicants should be passed on by some independent body after they are invited.

Q. I wonder if there is much passing on when the deputy goes out and finds a man and he gets him to put in an application, and finally says, this man should be appointed?—A. We have heard of complaints in the service that perhaps an efficient examination was not held. We reported certain positions, and a number of those were traced down and the position is something like you have stated there that applicants who were fully qualified were not found, and somebody had to be hunted up to make application.

Q. You are not really speaking for that professional class?—A. No, I don't undertake to speak on their behalf. The opinion of the Federation is that there should be well defined rules laid down so that no particular section of the people, political or otherwise, should have the appointing of candidates who would be appointed outside the Commission, that should be on some open basis free to all.

Q. Take your country postmaster getting \$40, \$50, \$75 or \$100 in a year. What sort of rule would you lay down in that regard?—A. The present system appears to work out pretty well, that is, that you get good men by applying to the principal men in the community no matter what their religion or their affiliations.

[Mr. J. C. O'Connor.]



Q. Who appoints these country postmasters?—A. The selection is made by the department. I might say in my own department we deal with small temporary offices in connection with postal notes. Just speaking with my chief this morning, he expressed an idea in which I concur, that we have had greater satisfaction with the appointees under the present system than under the past system. That is to say in the country offices; we have been able to get men with whom the department can deal satisfactorily.

Q. That is because you go out and get them yourselves?—A. Yes, but as far as we are concerned, we know nothing about them.

Q. As a matter of fact your men go out and dig up the men you want?—A. The department wants the best men they can get in the locality and you can understand with a small salary it is sometimes difficult to get men to undertake the duty.

Q. Do you think a member of Parliament who represents his constituency and who knows his constituency, a man who has lived there for years, a man who knows all the circumstances connected with his district, don't you think he is in a position to decide for a country postmaster?—A. He may be in a position to, but I don't see any advantage to him. The only possible advantage there can be is a political advantage.

Q. Not at all. He is very anxious that his people should be satisfied. He is very anxious that the man in charge of that post office should be a competent man, otherwise it is only going to make trouble for him. Why in the world should he want to put an incompetent man in a post office and raise trouble with everybody in the district?—A. I don't know why he should, but we know facts, and such men have been acting in times past in the country post offices.

Q. So far as these country postmasters are concerned I doubt if we had evidence that the men appointed under the old plan are any worse than the men appointed now. I am speaking now merely of the country postmasters?—A. I will give you the information we had in one branch of the department. In other branches of the department they may say differently, but that is the experience we had with the country postmaster and we deal with them to quite a considerable extent.

Mr. ARGUE: You asked him whether a member of Parliament who knows every corner of the constituency, would not be in a better position to make those appointments and recommendations than under the existing system. Do you think every member of Parliament knows every corner of his constituency?

Hon. Mr. CALDER: Don't you think you know your district better than the inspector?

Mr. ARGUE: That was not the question. As I understood you made the inference that a member of Parliament knows every corner of his constituency.

Hon. Mr. CALDER: He knows his whole constituency and the requirements of his constituency better than any inspector.

Mr. ARGUE: I don't think that with regard to post office business. The inspector we had before us the other evening stated he has four inspectors in a district. It is their particular business to pay particular attention to that end of the work. A member of Parliament may have a general idea.

Hon. Mr. CALDER: Their business is to go out to John Jones, who is running a country post office and find out who are eligible for positions.

Mr. KENNEDY: Do you know all the post offices in your constituency?

Hon. Mr. CALDER: Not at all.

Mr. KENNEDY: There are a great many in my constituency I have never been in.

Hon. Mr. CALDER: In my case, in the constituency I represent I have no opportunity to go through it, but if you ask me about the constituency I represented in the local House I knew every corner of it.

Mr. KENNEDY: Supposing there was a postmaster to be replaced in your present constituency, you would not be in a very good position to recommend him?

Hon. Mr. CALDER: I would not simply on account of the peculiar circumstances of my representation of that district.

Mr. KENNEDY: In my own constituency there are a number of post offices in which I would not be at all in a position to recommend a man to fill it should there be a vacancy. I know that for a fact.

Hon. Mr. CALDER: On the other hand the Post Office Department can very well ascertain the necessary information to make that appointment direct.

Mr. ARGUE: You are raising the point that the member should know better than the inspector. As I gather these inspectors visit these post offices every year.

WITNESS: Or the assistant.

Mr. THOMPSON (Yukon): This would come under an academic discussion.

WITNESS: Now, with regard to the subsection of section 1, which provides that those persons who are to be withdrawn from the Civil Service Act, shall be dealt with, regulated, by the authority which prevailed before this Act came into force, this opens a very wide field indeed, that was the Act in 1908 which applied to inside service and finally to certain sections of the outside service which had some sort of classifications and regulations, but there were large parts of the outside service which were under very indefinite regulations which were ruled by the department putting into effect a section like this. They are simply meant to have multiplied the regulations under which those persons would be governed, and whether the regulations were good, bad or indifferent they would be brought into effect and could only be changed by the Governor in Council in dealing with the persons concerned, so there would be an entire lack of uniformity with regard to promotion, transfer and salaries, etc.

*By Hon. Mr. Calder:*

Q. That applies only to what section?—A. To classes it is provided to take out from under the Act.

Q. That is manual labourers, postmasters of the type referred to and professional, technical and scientific men?—A. Yes.

Q. It would not apply to all the clerical staffs, all your timber men and land men, and your weights and measures men, all your customs officials, and so on?—A. It would apply to any that were brought under this by the interpretation which was put on the section.

Q. Manual labourers, professional men and postmasters of a certain class?—A. Yes.

Q. Your objection would not extend very far?—A. Perhaps not, but it would be widespread in this way, that the regulations under which they would serve would be very diverse.

Mr. GRIESBACH: I have been rather struck in connection with the questions and answers so far that there are only two subdivisions of civil servants under discussion, the inside service and the outside service. I was rather surprised to find that that was the case, and I am seeking for a fresh division of civil servants somewhat along this line. You have in the civil service two classes of people it seems to me, one class who entered the service intending to make it more or less a life work, going in for it as young men, juniors and working up to the top, making it a life work. Then you have another class of men who are in fact civil servants, who are seasonal employees and part time employees and people of that sort. Don't you think that that is a better subdivision of the civil servants than to refer to them as the inside and outside service? Have you any name to describe those two classes? Has anybody

[Mr. J. C. O'Connor.]

ever tried to subdivide them on that basis? I recognize no difference between a man in the custom house at Edmonton and a man in the custom house here. The distinction has been made throughout the whole discussion of the outside and inside service. There is no other subdivision that I am aware of. I am seeking for a fresher subdivision.

WITNESS: I think I can explain that: Under the Act of 1908 the Civil Servants at Ottawa were brought under the Commission and under the Act. Provision was not made for extending the Act. It was not extended until 1918. In that Act I think also, or the previous Act, the term was used "Inside and Outside service". Now we have persisted in using these terms even to the present time, but as a matter of fact there is no longer any inside and outside service. The service under classification includes those at Ottawa and those outside.

Q. Don't you think the terms of the employment and the nature of the work as between the two classes which I suggest are so different that there ought to be a line of demarcation drawn between them?—A. I don't see any necessity for any sharp line of demarcation, because under different circumstances and different departments those classes vary from the seasonal employees. Take, for instance, the canals. You have seasonal employees there who work for eight or ten months of the year but will resume year after year. To all intents and purposes they are seasonal employees and they continue their service from year to year. As a matter of fact, we have some of those employees I believe on the Lachine canal who work the whole year there. They are the same class of employees, part of whom are seasonal and part work the whole year through so I could not start to make the division. I will have to draw an arbitrary line somewhere.

Q. Is it not possible to draw an arbitrary line between seasonal and part time employees?—A. From the standpoint of civil servants that would not be satisfactory for this reason: We believe in promotion in the service and we see no reason why the seasonal employee should not be promoted to full time positions. If you draw the lines between them you make it an appointment rather than a promotion.

*By Mr. Griesbach:*

Q. It is not necessary to re-hash the whole thing, but we have had before us since this discussion began classes of employees in all departments who are seasonal and part time?—A. Yes.

Q. It seems to me we can draw the line of demarcation just there which would be just in that way because you have this class of man who may be on one year and not on the next and may never be on again, and then you have this other class who enter the service, it is their career, and they push through the various grades of the service. It seems to me you can draw the line just there and there is no objection to doing so.—A. There is an objection to doing so.

Q. State that objection?—A. The first objection is the idea of promotion.

Q. Let us deal with that. There is no promotion.—A. There must be promotion for seasonal and permanent employees.

Q. That is an appointment?—A. Not under classification, because under classification a man establishes himself in a certain position and if he is laid off for three or six months and the position is to be filled again, he is there to fill the position if he is available, and he goes on with the work.

Q. The Civil Service does not exist for the people in the civil service. You don't contend it should, do you? It is not carried on for the benefit of the people who are in it?—A. Quite so.

Q. The Civil Service of Canada exists for the country?—A. Quite so.

Q. What we are interested in is the efficiency of the service, looking at it from the point of view of the country?—A. Yes.

[Mr. J. C. O'Connor.]



Q. We are up against a definite difficulty. It is alleged that the Civil Service Commission does not deal with these matters efficiently; it is honestly thought by good men whose opinions are just as valuable as the opinions of the Civil Service Commission that these particular employees, whom I would designate as seasonal and part time, can be better appointed outside of the Civil Service Commission. That is very difficult. Looking at the matter from the point of view of the Civil Service, is it not to the interest of the Civil Service Commission that you should assist us in putting the management of the Civil Service upon a sound basis, on that sound basis that it affords a career to people in it, in the classes we shall call independent of the Civil Service on the one hand if you like, and seasonal and part time employees on the other. I think you are biting off more than you can chew when you try to classify and put the whole of the employees of the Government of Canada under one hat. I think that is going to cause you trouble. You are a representative of the Civil Service Federation. You are interested in the Civil Service and you are interested in your own class. Don't you think you could assist us first of all by agreeing to such a classification and then when that is agreed to let us put the permanent people in a class by themselves, and let us deal with those other people separately?—A. I can answer that in this way by saying I agree with practically all of what you said, except perhaps the point that was raised by the question as to whether it will be better to appoint those seasonal or part time employees under some other auspices. I don't believe so myself. I believe the Dominion of Canada is big enough to have an employment policy, but we can regard the part time employees as making a career of the service and certainly a great number of men come in without deciding they will make it a career and that some time later on they decide they will make it a career. There are many men going to the universities who put in a few months in the summer in work in the departments in order to make enough money to carry them through their university course.

Q. That would be seasonal?—A. That would be seasonal. Some times this has happened that owing to the death of somebody assisting them through college or through the necessity of dependents they have had to give it up and make the service a career. They were well fitted to do that; they had acquired a part university education; they had part of the training in the service; it was quite the proper thing for them to take it up as a career, but if you draw a hard and fast line between the seasonal and the permanents you shut those men off.

Q. All the inference given here bears out the opposite contention. The policy of the Civil Service is to hold the service open to everybody. If a man has served a certain length of time as a seasonal or part time employee, all the evidence goes to show his chance is better than a man who was not in the service at all?—A. Why not have that man examined when he goes in as a part time employee so that the qualification which he has will be before the Commission if he applies at any time later. The Civil Service Commission will have that part of his qualifications before them.

Q. Would you apply that all round?—A. No I would not apply it to those who are on for say the Christmas rush in the post office, and census employees who are on for a few weeks.

*By Hon. Mr. Calder:*

Q. There is a survey party starting the first of April or the first of May and they want a lineman. Would you apply it to him?—A. I think it should be done there. They should set up an eligible list. If they cannot get eligibles the man in charge of the party will have to do the best he can.

Q. Is the lineman the man who goes in and chops down trees?

Mr. GRIESBACH: Axe-men.

[Mr. J. C. O'Connor.]

*By Hon. Mr. Calder:*

Q. You would not apply that to an axe-man?—A. No.

Q. You would not apply it to a canoe men?—A. No.

*By Mr. Griesbach:*

Q. We must legislate in the mass. To my mind we would be well advised, if we legislate at all on the subject we should legislate along the line I suggest, that is the line of demarcation which emerges from this discussion, seasonal and part time employees. That emerges in all cases from the line I have drawn?—A. There is a line there, but you will find it hard to set the line down definitely.

Q. Do you know any seasonal or part time employees who have embarked on the Civil Service as a career? Name to me any seasonal or part time employee who by so doing has embarked on the Civil Service as a career. There are not any of them as a matter of fact?—A. No, there are not.

Q. There is your line of demarcation, the man who embarks on it as a career?—A. Put him in one class and the man who does not in another class.

*By Hon. Mr. Calder:*

Q. Take the customs patrol men. What is the salary?

Mr. GRIESBACH: \$250.

*By Hon. Mr. Calder:*

Q. Who only gives a small portion of his time, as you can see from his salary. That man surely is not looking forward to the Civil Service as a career?—A. No, certainly not.

Q. Take the outport men who get small salaries in the same way, and take on the other hand the lighthouse-keepers we will say up in the Great Lakes. It is frozen up four or five months in a year, so that man goes in there as a seasonal employee. Does the element of competition and the element of a career come into that?—A. I can tell you an interesting point about lighthouse-keepers. The other day a man was asked how long he had been on the job. He said he had been there ninety-four years. His father and his grandfather had been on the job before him, so he was far from being a seasonal employee, yet there may be some who are.

Q. In salt water no doubt they are, but in fresh water no doubt they are not. But there might be a little farmer who runs a little store and runs the lighthouse at the same time. One does not call that a career?—A. No, it is not a career, even when a man stays in it ninety-four years. He considers it a career.

Q. He would be the exception. If you will admit there is a line to be drawn there, and then come to consider the proposals of the Bill it begins to emerge that manual labourers set out in clause (a) and postmasters set out in clause (b) are set out in that division.—A. I would not say all postmasters.

Q. Postmasters whose remunerations consist in whole or in part of the receipts of the office?—A. That is over 99 per cent of the postmasters. For instance a place like Galt would come under that.

Q. What is the population of Galt?—A. Well, I am not sure. I should say 12,000 or 15,000.

Q. You mean to say the postmaster there does not get paid a salary?—A. No, I think he ought to be, but he has not been brought under classification yet.

Q. That would call for serious amendment in your classification?—A. I think it would call for classification in regard to these whose remuneration consists in whole or in part of a percentage of the receipts of the office. There is the place to draw the arbitrary line.

*By Mr. Ethier:*

Q. What about the mail carriers?—A. They are contractors, not civil servants.

[Mr. J. C. O'Connor.]

*By Mr. Griesbach:*

Q. That would apply to those two clauses. What harm to the civil service of Canada, because you are speaking for the civil service, what harm would come to them? None of them belong?—A. With regard to the postmaster, no, except there are one or two things that will crop up later on that I will allude to as we come to them.

Q. Classification can be adjusted, because their classification can never interfere with the man who was permanently employed, could it?—A. No, but it has been so in the past that the man who has been temporarily employed was able to get a better classification and more promotion and salary than the man who was permanently employed.

Q. In what way?—A. Take during war time in the Militia Branch.

Q. War time?—A. Yes, that is one instance. There are other instances which had lump sum appropriations under the old conditions, and paid their employees whatever they were able to arrange with them, and in some cases they were able to pay more to so-called temporaries, than they were to the permanent employees.

Q. You are talking about war time conditions?—A. Not entirely, no.

Q. You are also talking about the period immediately under view, which is the inauguration of the service. We are looking to the future, and the whole question has to be discussed, settled and determined. That is what we are trying to do now, (No answer).

*By Hon. Mr. Calder:*

Q. If that feature were straightened out, if the part time men and these employees were under proper classification and proper salary so that the department could not interfere, then that objection would be removed?—A. It would remove a great deal of objection.

*By Mr. Griesbach:*

Q. If an arbitrary line was drawn, and legislation is brought forward for the government of this class whereby they do not interfere with the permanent class in any way, and they are not prejudiced in any way, is there any objection?—A. No, but I claim you have that legislation on the statute book now. The Civil Service Act covers that. The Civil Service Commission is in a position to draw regulations, to be approved by the Governor in Council, which can deal with conditions as they crop up.

Q. This is a condition which has cropped up?—A. Yes.

Q. A large number of people think the Commission is overworked, and secondly that they have no business to bother themselves with appointments of that nature, and thirdly that there are better methods of getting the men?—A. With regard to being overworked, they will tell you about that, but with regard to securing a better method, I am very doubtful. There was lots of opportunity before for the civil service to provide better methods and none was ever invented.

Q. It was patronage before that, purely and simply?—A. Yes.

Q. We are as anxious as your are to eliminate that?—A. I am glad to hear it, but from our reading of the Bill it is simply a return to patronage.

Q. Your organization and others have attacked the whole proposal?—A. On that ground.

Q. Without seeking to ascertain what we are striving for, or without trying to understand what our difficulties are in dealing with it. That is objectionable I think. Now if we can draw this line—it is the line I propose to draw myself at all events—we find that in that line fall these classes of people, A. and B. So far as class C. is concerned, you do not pretend to express the opinion for them which they would express the opinion for them which they would express themselves?—A. No.

[Mr. J. C. O'Connor.]



*By Mr. Gauthier:*

Q. Representing the organization which you are speaking for, do you state that the opinion of your members is that the Civil Service Commission should be kept in office with their actual powers as regards appointments by competitive examination?—A. Yes.

Q. And as to promotion, you would look at promotion in the Civil Service as a closed shop—that promotion should be a matter between the employees?—A. Yes.

Q. Is that your opinion?—A. Well, I have not dealt with promotion, but that is our opinion.

Q. You talked about promotion in the course of your evidence?—A. Yes, but I had not spoken of the section which deals with propotion.

*By Mr. Thompson:*

Q. You might give us the benefit of your opinion now with regard to that?—A. The section on promotions states that promotions shall be made for merit by the Governor in Council. As a matter of fact, one of the ideas of passing the Civil Service Act was to relieve the Governor in Council of a lot of unnecessary detail work in connection with promotions. Sir George Murray raises that point in his report, that the Governor in Council has entirely too much to do, and that this was a matter of routine that could be very well passed over to another body.

*By Hon. Mr. Calder:*

Q. Just one moment there. Do you imagine the Governor in Council under the law ever dealt as a body with the question of promotion?—A. I do not say with all of them; certainly they do in regard to some of them.

Q. On the recommendation of the Minister. Do you mean to say the Governor in Council would decide whether a man would be promoted or not?—A. If one half of the tales told me as head of the organization are true, that prevailed to a large extent.

Q. Not for the previous ten years, but for two decades before that perhaps, but probably you misunderstand me. Under the old law the men were to be promoted on merit by the Governor in Council. Do you think he saw these men and examined them?—A. No.

Q. And all that sort of thing?—A. Oh no.

Q. They simply put through the Order in Council on the recommendation of the Minister. It was not a question of the Governor in Council being overloaded with work at all?—A. No; you take up the other phase of the matter. If the Governor in Council simply passed on the recommendation of the Minister, you have some twenty Ministers—I would not say 20, but 10 who have different ideas of promotion, and each one comes with a recommendation to Council expecting it to be passed.

Q. Do you think the Minister has held any examination himself? Do you think he tried out the merits of the different officers that were entitled to promotion?—A. No, I do not think so.

Q. To whom would he leave that?—A. If it were left to anybody, it would be the officers in the department who would make recommendations to him.

Q. Do you think the Minister would make a recommendation without consulting the chief officer?—A. Not without consulting, and it might be that after consulting he would make a recommendation that was not in line with what the chief officers thought was the best recommendation.

Q. I can conceive that is possible. At the present time the motions are made by?—A. The Civil Service Commission.

Q. On whose recommendation?—A. Well, it is not on the recommendation of anybody. The law states that the Commission shall make them for merit, and provides how they shall be made. They shall make a special allowance for seniority and efficiency, and beyond that they are to enquire into the fitness of the applicant.

[Mr. J. C. O'Connor.]

Q. Who makes allowance for efficiency and merit?—A. Efficiency has to be judged by the superior of the officer, and seniority—

Q. Speaks for itself?—A. Yes. Then with regard to fitness, that is the duty of the Civil Service Commission to find out.

Q. In regard to fitness?—A. Yes.

Q. Can you give one illustration in your department, or in your knowledge of the whole situation where the Civil Service Commission actually themselves determined the question of fitness in a promotion?—A. I presume they are doing it every day. The law says they must do it.

Q. You presume they are, but give me one illustration where they do it?—A. Well, in the appointment say of a postmaster at Winnipeg—

Q. I am speaking of promotion?—A. I meant to say promotion—the promotion of the assistant postmaster to the postmastership at Winnipeg.

Q. Did the Civil Service Commission themselves in that case determine the fitness of the man?—A. I take it they did.

Q. What process did they go through?—A. I cannot say.

Q. Are you sure they did not get a recommendation from your chief officer?—A. It is quite possible they did, but that would be part of their determination.

Q. That would not be their determination. They would be simply accepting the recommendation of your chief officer. There is the trouble in the entire service, it seems to me, as far as that point is concerned. All the civil servants have an idea that the Civil Service Commission themselves make these promotions, and according to the evidence here, in the great majority of promotions—there may be some exceptions—the great majority of the promotions are made directly upon the recommendation or the marking or grading of the chief officers in the department?—A. Well, so far you have been having evidence to a great extent from deputy ministers and higher officers of the service, and it is our idea to give it to you from the standard of the rank and file of the service, who believe the Act should be fully carried out in that regard, that the Civil Service Commission should pass on the merits and fitness of the candidates. Some months ago the Civil Service Commission passed a resolution that before any vacancy was filled, a vacancy which was open to promotion, it must be posted for five days, and this is being carried out in some branches. I am sorry to say that in some branches of the service it has not been carried out, because the officers in charge there did not know it should be carried out, but where it is carried out it gives everybody opportunity to make application for a position. Certainly the promotion policy of the Commission has not been fully developed yet, and until it is fully developed, until it has been given a chance to show what it can do, we will have complaint on both sides, both from deputy ministers and from employees against it.

Q. Let me give you an illustration. I will take you away from Ottawa, out on the Indian Reserve; they have an agent and assistant agent, and a clerk. They have been there some years. They know the agencies and the Indians, and know the conditions. The department on the other hand knows its men. It has had them for years. An agent dies, and it is necessary to appoint another agent. All those who are entitled to promotion are notified. My point is this: how in the world can you establish any system whereby the Civil Service Commission here in Ottawa can judge the fitness of a man to be appointed to that position? I mean, are they so constituted as to be able to do that? Have they a man with the knowledge and the qualifications to decide as to the fitness of the man who should be appointed to that agency?—A. Well, you come in there to one phase of the Commission's work that has not been developed yet, but I expect it will be developed later on, that is with regard to the rating of employees from time to time. There should be a rating in the department and a rating available to the Commission.

Q. We have had evidence to the effect that the system exists. It may not be developed fully?—A. No.

Q. Who makes the rating?—A. The man in charge; the man who knows the work of the office.

Q. And you carry on your system of rating week after week, and month after month by the man in charge?—A. Yes.

Q. And that rating goes up to the Commission?—A. Yes.

Q. And what must they do?—A. They must review it from time to time. There is no reason why an officer who writes me should say that he is very good all the time, and that another man—who is precisely as good—is just good. There should be an opportunity given to review those ratings. Somebody has to justify them.

Q. Who would review them?—A. Higher officers.

Q. You would build up a machine if you had to appoint a class of higher officers?—A. No, you would not have to appoint any higher officers.

Q. They would carry it out as part of their duties under the Commission or under the department?—A. Under the department.

Q. Then we come back to the same thing. Those are reviewed by higher officers in the department, the ratings are all fixed, and it goes to the Commission, and the Commission accepts those ratings?—A. As part of their examination.

Q. They don't play any part?—A. They are bound to play a part.

Q. They simply take them?—A. I have a case here of a man from one of our offices in Vancouver, who, not being rated, lost on the whole examination, although senior, he lost out by one mark. The difference was made up in the fact that the man who got the position was rated as very good, whereas he was rated as good.

*By Mr. Griesbach:*

Q. It is a human institution. It is apt to go wrong?—A. Certainly.

Q. But you believe in it with all its frailties, all its weaknesses. You believe it is the only agency that prevents political patronage?—A. Yes.

Q. And you believe in it almost no matter what it did so long as it obviates that?—A. No, I would not believe in it if it fell down very badly, but the system cannot fall down in this; or if there is anything wrong with it you change it, you improve it.

Hon. Mr. CALDER: All the evidence that has come to us so far, as I size it up tends to show that in the vast majority of cases, with very, very few exceptions the promotions are now made by the officials of the Commission on the recommendation of the chief official of the department and the Commission accept the ratings.

Hon. Mr. ROCHE: Plus making the values.

Hon. Mr. CALDER: Everybody in the service knows the value you put on the word "Fair," "Good" and so on. You cannot keep that quiet. Everybody knows.

Hon. Mr. ROCHE: Therefore you think the heads of the departments are not to be trusted.

Hon. Mr. CALDER: I would not say that. The point is this, as a matter of fact in a great majority of cases, and we have had very few exceptions given in the evidence here, in the great majority of cases the promotions are made by the Commission on the straight recommendations of the officials of the department.

Hon. Mr. ROCHE: I think you will find in response to the questions that have been asked, when we produce our information it will be found in many instances we have not accepted the recommendation of the deputies.

Hon. Mr. CALDER: Would you say five per cent?

Hon. Mr. ROCHE: I cannot say offhand, but I do know there have been a number of instances where they have not accepted the recommendations.

Hon. Mr. CALDER: I can quite conceive that.

WITNESS: I was simply giving you a suppositious case.

[Mr. J. C. O'Connor.]



Hon. Mr. CALDER: Unless there is real reason for it. You can understand all the rigmarole and red tape that must be gone through to fill that position, the filling of forms and everything of that kind. That all entails expense.

WITNESS: That is quite true. But there is something perhaps the Committee does not realize that of late all these things have not been done, and that is the reason the civil service is in the position it is to-day, that a lot of things have not been carried on that should be carried on and until you make some improvement such as this you won't have the service such as it should be.

*By Mr. Griesbach:*

Q. Such as what?—A. Supervision.

*By Mr. Thompson (Yukon):*

Q. As a matter of fact is not an efficiency card kept for every man who is employed in each department?—A. Not at the present time.

Q. Has there ever been?—A. Not to my knowledge.

Mr. GRIESBACH: I understood there were most complete records kept of every individual.

Hon. Mr. ROCHE: In some of the departments they have efficiency records; in some they have not, but they are going to instal them under the regulations. In some of the departments they have them, but they have not been doing that in the past.

WITNESS: It is due to the service with regard to promotions, with all due respect to the department's recommendation, perhaps in ninety cases the departmental recommendation will be quite correct and proper and in these cases it entails very little work on the part of the Commission. It is necessary to have somebody to see that promotions are on a fair and equitable basis. I don't say promotions would be made deliberately with the idea of being unfair, but one man's idea of fairness will differ from another man's. Then you have to have somebody to see that there is uniformity and the Commission would be able to give that uniformity.

*By Hon. Mr. Calder:*

Q. Would you be able to give some cases that have come within your own personal knowledge where the recommendation of the department has not been carried out. Do you know now of a single case?—A. I don't just recall any.

Q. That is very odd?—A. It is not odd at all when you consider I am president of an organization which is dealing with those things as a matter of principle and on a Dominion-wide basis. We have men who can go back to the branch of the service here and men who would be able to give you the instances.

Q. You have been in charge of this organization how long?—A. This is my second year.

Q. And a great many of the complaints reach you?—A. No, I do not handle the complaints. The complaints go back to the individual organizations to be handled by them. The Civil Service Federation deals with matters of principle.

Q. On the question of principle at any of your gatherings have there been any complaints made at any of your executive meetings where injustice had been done in connection with promotions?—A. Oh yes, lots of them.

Q. Can you tell me one?—A. We had cases up in Toronto the other day. I just forget the details, but this was the sort of thing complaint was made about, that a certain position was about to become vacant; it was vacant; a switch around took place in the office so that a certain man would be just there when the vacancy took place and be enabled to step in and fill the position temporarily before an examination was held. They felt it was an injustice, but there should be some way of overcoming it.

[Mr. J. C. O'Connor.]

*By Mr. Griesbach:*

Q. That is an injustice to an individual?—A. No, it is an injustice to the class, that the individual is put ahead of the others. He may be a man well able to fill the position. There were some names cited.

*By Hon. Mr. Calder:*

Q. Would you be able to get the details of that case for us?—A. I might be able to, yes.

Q. You will be able to?—A. I will try and get it.

Q. Would you send it to us in writing, and we will decide whether you should be recalled on that case. Send us all the details as far as you can on that case. Can you think of any other case?—A. I don't think of any other case.

Q. You make inquiries because you should be able to get them.—A. We can get them.

Q. Will you find two other cases. Get the strongest case you can and send us the details before Tuesday next.—A. I will endeavour to. It is a pretty short time.

Q. You should be able to find some right here in Ottawa. Your organization should be able to find some cases here in Ottawa. Just in connection with that we have asked for a good many statements from various witnesses. I would like to ask the secretary to check those all up and let us have a list on Monday of those that have not been presented to us yet. I think the secretary should also be instructed if those statements are not in to notify the people we want them as quickly as possible.

WITNESS: I doubt that on section 2, subsection 1 with regard to promotion generally. With regard to subsection 2 I have not anything particular to say.

*By Mr. Griesbach:*

Q. Section 2.—A. Subsection 2 of section 2. With regard to transfers I don't know that there is any great matter of principle involved here as far as the employees are concerned. The matter of transfers after all, understand, is a matter of agreement, not a matter of the Act. I am strongly of opinion that the transfers could be made, that men should get an opportunity to get a wider knowledge of the service. At the same time it is a matter that lends itself to abuse and we have not dealt with it to any great extent. Then with regard to subsection 3 of section 2. It seems this is covered as far as is necessary under the existing law, that the Civil Service Commission has the power to alter the classification, but not in respect to an increase in compensation. Now the Commission has been able to train a certain number of men who are becoming adepts at this work, and who are able to classify positions according to the duties and responsibilities of the positions, and I don't see any necessity for putting this restriction on them that they should not classify the position as they find—

*By Mr. Thompson (Yukon):*

Q. What have you to say as to establishing new classes in this section?—A. "No new classes." The new classes are established, not by the Commission. They are classified by the Commission. They are established by the department. The department decided for instance there is a certain piece of work to do. They say "This work is to be done and we will require certain employees to do it." If those employees fall under the classification no new classes are created. New positions are. There is no classification that covers that work. It is due the Commission to give the position a class so it will fit in with the other classes.

[Mr. J. C. O'Connor.]

*By Hon. Mr. Calder:*

Q. This simply asks that that class shall not be created without the approval of the Governor in Council?—A. It is not now.

Q. That is the present law?—A. Yes, so it is quite unnecessary.

Q. In so far as the creating of classes is concerned?—A. Yes.

Q. "Neither shall existing classes or rates of compensation prescribed therefor be altered thereunder except by and with the approval of the Governor in Council." That is also the present law, is it not, Doctor?

Hon. Mr. ROCHE: No, not exactly, unless there is an increase of compensation; then it requires the approval of the Governor in Council and it is also necessary to have an appropriation for it where there is any increase in compensation.

Hon. Mr. CALDER: "Neither shall existing classes or rates of compensation prescribed therefor be altered thereunder except by and with the approval of the Governor in Council." Under the law as it exists now, Doctor, the Commission has now power to increase salaries without the approval of the Governor in Council.

Hon. Mr. ROCHE: Oh, no.

Hon. Mr. CALDER: And you have not power to alter the class without the approval of the Governor in Council?

WITNESS: Yes, the Commission has the power to alter a class.

Hon. Mr. ROCHE: As long as it does not increase.

WITNESS: The Commission, for instance, can take a class and say "We will increase the duties or the qualifications for this class." If they increase the duties and the qualifications and this calls for an increase in compensation the Governor in Council must pass on it.

Hon. Mr. CALDER: That is they can take an existing class and add duties to it?

Hon. Mr. ROCHE: Or detract. They can change the title.

Hon. Mr. CALDER: Don't you think the Governor in Council should come in there? For example, here is a classification fixed under which a person occupying a position must perform certain duties. His compensation is fixed at \$4,000. If that Commission should be in position where they can detract from his duties down to a vanishing point and still leave him with a compensation of \$4,000, do you think that would be a proper position?

WITNESS: The Commission classifies the position as they find it. The Commission simply includes them in the classification of the position.

Hon. Mr. CALDER: Do you think the Commission should have the power to take away the duties to the vanishing point and leave the man with the salary without the Governor in Council approving it?

WITNESS: It is done.

Hon. Mr. CALDER: Do you think it should be?

WITNESS: No, I certainly don't think it should be done as it has been done in some cases. For instance, when men have found their duties taken away from them and they are sitting at a desk with nothing to do.

Hon. Mr. CALDER: That has been done without the Governor in Council knowing it?

WITNESS: It is being done now in the post office reorganization.

Hon. Mr. ROCHE: Don't you think the Governor in Council should have knowledge of that?

WITNESS: He has knowledge of that in the reorganization.

Hon. Mr. CALDER: We have a general knowledge that reorganization is taking place in the post office, but I doubt very much if the Governor in Council is aware

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of the fact that certain men are retained in certain classes, and that their duties have all been taken away to a point where they have nothing to do and they are still getting three or four thousand dollars a year. Don't you think the fact should come before Council and be approved by Council? I am speaking of the individual cases now.

WITNESS: I think the cases should be dealt with individually, that is, if you take a man's duties away he should be given other duties or retired from the service. Dealing with the question of establishing new classes and having the Governor in Council pass on it, dealing with subsection 2 right to the end, the position is practically the same; it interlocks. It seems we should consider of course what is the position of the Commission with respect to classification, and what is the position of the Governor in Council. Now recommendations must occur from time to time, and I don't presume that the Governor in Council wants to pass on a change that the minister finds necessary in his department. He finds certain things can be done better through this branch than through that branch. He decides on a change in the interest of economy. That alters the duty of certain people in the department, and it does not seem to me any good will be gained by asking the Governor in Council to take into consideration that the class is being changed by the addition of some minor duties and then ask the Governor in Council to take cognizance of that fact and to pass upon it.

Q. Suppose you leave that matter entirely in the hands of the department or the minister for final approval without going to the Governor in Council, is it not conceivable you might have a minister in there who would play ducks and drakes with the whole thing?—A. Quite so.

Q. You send it to the Council for approval and that is a check on the minister?—A. Council does not have time to pass on the technical changes.

Q. If they are small you can see at a glance whether there is anything material. Besides it is a matter of cost. On the other hand I can tell you that many of those classifications have come to us in the small schedules and we have spent a good deal of time in approving them and many of them have been returned without approval.

Hon. Mr. ROCHE: What percentage?

Hon. Mr. CALDER: They would go to the department. They would be handed over to the minister and the minister would thresh the thing out with the deputy. You would not have knowledge of it probably. There would be all told, I would say, in the neighbourhood of ten per cent or eight per cent, not very large. But some of them have been held for a fairly long time, and now we have adopted the practice that the minister must put his stamp of approval on them before they are passed.

Hon. Mr. ROCHE: That has been the cause of a good deal of delay in filling positions by the Commission.

Hon. Mr. CALDER: I can quite understand in certain cases.

WITNESS: With regard to subsection (4), I wish to deal with the matter of classifications generally from there on. It provides that all persons appointed or temporarily employed under the authority of this Act shall be classified in accordance with the provisions of the Order in Council, or of the written authorization by or in pursuance of which they are appointed or employed. That brings us back to the question of dividing the service into those who are making a career of it and those who are part time or seasonal employees. Therein I see a danger of classifying those part time or seasonal employees at a higher rate or under different conditions than the permanent employees and in some cases it would be necessary. For instance, if you want a bricklayer or a carpenter or some other worker you go out in the labour market and you pay him the prevailing rate. It may be you can get a man to work during the whole year for a lower rate than that. I think you can. I think the

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Civil Service is built up to a large extent of men who can obtain greater remuneration outside, but who on account of the security of the employment are willing to accept the lower rate.

*By Mr. Griesbach:*

Q. Is there any objection to that in hasty temporary employment? That must always be so?—A. Yes.

Q. If you have a stenographer in your office whom you are paying \$120 a month, and you go to a public stenographer you will pay \$5 for a bunch of letters that your own stenographer will turn out in three-quarters of an hour?—A. That is quite true, but the difficulty is this, that if a person is classified in connection with the Order in Council or the written authorization under which they are appointed, you may create a certain position. A certain salary is attached to that. If the Governor in Council is given authority to initiate a classification of the position, the natural thing to do is to classify it at the temporary rate.

Q. Assume everybody proceeds in the matter with good faith, that would not happen. This is where the politician would get in his work and again you get back to the fear of the politician. That is your objection?—A. That certainly would lead to political interference with the classification. We want with regard to section 3, if that section goes through as it is, you do away with the classification not gradually but piecemeal, because the classification is a classification of positions not of individuals, and you have to forget the individual and make the classification of the position. Now if the Governor in Council is to initiate changes in the classification to fit the needs of certain individuals the classification would no longer be a classification of position, but partly of position and partly of individuals, and gradually you will have the classification superseded by a sort of hodge podge that will be worse than anything we have had here before.

Q. Again providing there is bad faith?—A. Yes. As I say, we oppose it on the ground that we believe it will re-introduce political patronage in a worse form than we have ever known it.

*By Mr. Thompson (Yukon):*

Q. Which is the central fact of your whole evidence?—A. Yes.

*By Mr. Griesbach:*

Q. How long have you been in the service?—A. Not quite nineteen years.

Q. Have you a lively recollection how you got in yourself?—A. Yes.

Q. You know all the wriggling and twisting that was necessary?—A. I was appointed on the recommendation of Mr. Hugh Guthrie, at present the Hon. Hugh Guthrie in Toronto.

*By Mr. Thompson (Yukon):*

Q. What position did you occupy yourself?—A. A temporary position in the post office there for \$400 a year.

Q. Did you receive your promotion under this system, or under the old system?—A. More under this system than under the old. My service commenced under the old system in 1903, and I received one promotion to Junior Second Class in 1905 under the old system. I remember very well speaking to Dr. Coulter about that before I was promoted. I had thought of going into the Railway Mail Service where I could get enough money to live on. Dr. Coulter advised against it, saying that practically every man in his department who was any use could get into the Junior Second Class and on that assurance that political favouritism would not be for or against, naturally I was willing to wait to receive my promotion.

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Q. And you did?—A. Yes. In the same department even before 1908 there was some element of a merit system. Then in 1911 I passed the examination which was equal to the old Second Division examination, and was promoted to the Second Division and I might say this: I passed the examination after the elections of 1911, but the promotion was dated back to the first of April, 1911. Then again I was promoted in 1914 to the 2A Class, \$1,600 to \$2,100. That is the class I am in now at the present time, or rather the corresponding class, Chief Principal Clerk.

*By Mr. Thompson (Yukon):*

Q. Since you got into the service, between the time you took the temporary appointment in 1914, would you care to say as to whether political influence was used in your various promotions, or were you promoted in your own judgment by merit?—A. I believe I was promoted by merit, according to the incident I have just quoted, but I won't say I did not attempt to use political influence to get that promotion earlier, because I did and I failed.

Q. What position did you occupy when this Bill came into force? Did you occupy the same position you do now?—A. The Bill of 1908.

Q. Yes?—A. I was in the Post Office Department. No, I was not in the same position. My work has changed I suppose at least a dozen times in the department.

*By Mr. Griesbach:*

Q. Before you go on, I have been interested in your evidence and impressed by what you said. At the same time one of the objections that is alleged against the Civil Service Commission is that under the Commission the employees have become a bit bold, and have organized themselves, and they sometimes use language of a threatening nature, going somewhat beyond the attitude of mind which the general public think the service of the country should go in putting forward their views. That is one of the objections to the Civil Service Commission, that under that system this particular attitude of mind has grown up. That is objectionable, is it not?—A. I am very glad you brought up the point, and glad to have an opportunity to say a few things with regard to that. The charge that it is under the Civil Service Act that employees have taken this stand scarcely agrees with the facts in the case. As a matter of fact organization has proceeded not only among civil service employees, but among other employees for a number of years back, and employees generally have become more bold and have spoken their mind more openly, and the civil service employees no doubt have taken the same attitude as other employees, and I want to say this, that as far as I understand, as far as the Civil Service Federation is concerned, and the officers and associations that are affiliated with us, we believe it is necessary to state no more than the truth, to state it plainly, and stating that plainly will be the best way to put forward our case. Personally I can say this, that I have been criticised myself for not taking a more advanced course.

Q. By the members of your organization?—A. By the members of our organization, for not taking a more advanced course for not saying things I did not believe to be true, and for not irritating the Powers that Be simply because these people thought they should be irritated. As a matter of fact I believe in co-operation between the service, the Government and the Commission. I believe in that co-operation you can get better work and you can get better results all around. I have been a member of the Board of Hearing, and I have been associated with the work in connection with the Board of Hearing and I have been criticized for that, so whatever complaint there is against our organization and even complaints made against our own utterances must not be charged against the organization of the Dominion of Canada or the associations connected with it.

[Mr. J. C. O'Connor.]



Q. You realize the civil service is the backbone of the country. Everything else is transitory. The civil service is the body which carries on the Government of Canada?—A. Yes.

Q. And the public is rather shocked to find out that the Civil Service Association is a preserve for themselves rather than the great trust they have to discharge in the interest of the nation?—A. I might say I am quite in agreement on that, that the view of the public that the civil servants look on the civil service as a preserve for themselves is a mistake on the part of the public. Certainly they are mistaken in believing that.

Q. I did not say the public. I said the tendency was for the Civil Service to believe?—A. No, they do not believe that. I do not mean to say all of them do not believe, but certainly, as they express themselves through their organizations they do not believe, and they do not believe in the higher ideals of service you have just mentioned.

*By Dr. Roche:*

Q. Section 2 of this Act in regard to the promotions is in effect a repetition of section 24 of the 1908 Act?—A. Just about.

Q. By which promotions are made by the Council?—A. Yes.

Q. And as Mr. Calder rightfully says, the Governor in Council does not bother examining the candidate, being simply guided by the Minister?—A. No.

Q. As a matter of practice and experience of civil servants and yourself, do you think that that section in the past was not many many times abused by having men appointed under it other than senior men?—A. Yes, certainly, for one reason; under the regulations recently made by the Commission a vacancy must be posted for five days before the promotion can be made. There never was any posting of vacancies under the old system. In fact a great many promotions went through without some of the parties concerned knowing there was a vacancy.

*By Hon. Mr. Calder:*

Q. Supposing under a new law, we required in the case of those promotions, that there should be a posting and a rating, and that the person recommended as a result of that posting, and that rating by the chief officers of the department should get the appointment?—A. Well, the only thing is, why load upon the Governor in Council that work that can be very well done by the Commission. If the Civil Service Commission is overworked, I am quite sure the Governor in Council has much more to do than they have.

Q. Why load up the Civil Service Commission?—A. It is for this reason; as I say in 9 cases out of 10 the departmental promotion, if the authority lay there, would be quite proper, perhaps in more cases than that, but in the odd case an injustice might be done unintentionally, and the Civil Service Commission should be able to pass on these cases to see that injustice was not done.

Q. But you have the right of appeal?—A. No, I would have the matter decided beforehand and have the right of appeal. An appeal always means that you are butting against a stone wall. If you can find a weak place in that wall well and good. You are fighting against something that has been decided.

Q. They would have to create another Board of Hearing to hear those cases?—A. Well, I would have the matter decided beforehand.

*By Dr. Roche:*

Q. A case was cited of the Winnipeg postmastership. Judging by the past, how do you think that position was likely to be filled, had the Commission not been in operation?—A. I should say that if there had not been a defeated Minister available it would be a defeated member.

[Mr. J. C. O'Connor.]

Q. At any rate it would have been somebody outside the service that got the appointment?—A. Yes.

Q. And that would have wrought an injustice to those employees who had been working there as the assistant postmaster had for many years?—A. Yes, and in connection with that just consider, the promotion of the assistant postmastership leaves a vacancy in the assistant position. That leaves a vacancy all down the line. By the filling of one high position by promotion you may promote five or six other people down the line. It makes for contentment and efficiency in the service. Not only that but it induces people to study for the position higher up. They are not so interested in the position they are in, except that they do a good day's work, and keep up their efficiency, so that they will qualify to take the other position. They are interested in the duties of the higher position, and keep that in mind all the time.

Q. The only part under this section the Commission would be called upon to play in connection with promotion would be certifying to the qualification of the particular individual recommended by the deputy for promotion?—A. Yes.

Q. And there would be no competition within the department at all?—A. In that case, no.

Q. Do you not think that the very fact that posters are placed in a certain place, inviting eligibles who had qualifications to compete, establishes competency in the merit system more than if it were left to the deputy?—A. I am quite sure, and I am sure if these promotions were under the Governor in Council, and there was a posting like that, there would be very few applicants. They would know it was useless.

Q. And while in theory the head of the department would make his recommendation to Council, based on the report of the deputy head, do you not feel, and do other civil servants not feel, judging again by past experience, that the deputy minister really makes the recommendation?—A. Yes, we do feel that absolutely.

*By Mr. Johnston:*

Q. Take the postmastership at Winnipeg, referred to by Dr. Roche, they appointed the deputy?—A. Yes.

Q. That met with the approval of your organization?—A. Absolutely.

Q. You believe that had the Civil Service Commission not been functioning it would in all probability be filled by some political appointee?—A. Yes.

Q. In the case of the Ottawa post office there was a postmaster appointed—was that along the same line?—A. No, it was a political appointment, and my predecessor as president of the association said some pretty bitter things, with some of which I agree.

Q. Had the man who was made postmaster in Ottawa been in the post office or any branch?—A. Oh, no.

Q. Straight political appointment?—A. Yes.

*By Mr. Argue:*

Q. Was there not one appointed in Hull last year?—A. Yes.

Q. Was there considerable discussion about that?—A. The employees there are paid by the postmaster out of his receipts on a percentage basis, and evidently the Civil Service Commission did not consider it a position that should be filled by promotion. The classification states that each of those officers shall be considered a separate class. That is a point we have not dealt with. Personally I think that promotion in a case like that would be a very good thing, but the law was not violated. A position such as that should be filled by competitive examination.

Q. Who got that appointment?—A. Lieutenant Payette.

Q. What position did he fill before?—A. Overseas man; he was not in the post office.

[Mr. J. C. O'Connor.]

*By Hon. Mr. Calder:*

Q. He applied for the position and finally got it?—A. Yes.

Q. Is it your idea that all these positions should be filled by promotion?—A. That is a pretty broad question, but if you want to improve your postal service, I do not see any reason why certain employees in the larger cities might not be appointed under competitive examination as postmasters of smaller places. I know the law at the present time does not contemplate that sort of thing, and I am afraid it will take some time before people in Canada are educated sufficiently in civil service reform to agree to it.

*By Mr. Griesbach:*

Q. You want first to educate your employees in that principle. In Edmonton the office of assistant postmaster fell vacant. They promoted a man from Winnipeg to the position of assistant postmaster, and a merry old row was raised about it, and I supported the Commission as far as I was concerned. You should educate your own people in your service to the fact that promotion running through your service, the same as they have it in the banks, is the proper system.

*By Hon. Mr. Calder:*

Q. The row was among the post office employees out there?—A. I am prepared to say the employees are wrong if those are the facts.

MR. GRIESBACH: I received a number of vigorous letters from people regarding it, and I said, "I support the Commission."

*By Hon. Mr. Calder:*

Q. One of the complaints the returned man had was that this system of promotion within the service has led itself to not permitting returned men to get higher positions?—A. There is something in that. On the other hand, that is perhaps one of the reasons why we don't oppose strongly the position with regard to the filling of postmasterships at the present time. I do not mean postmasterships in the city offices, but in the smaller places where the appointment is made from the public at large. The returned soldier has a preference, and a civilian employee, although he might have very long postal experience, might not be able to overcome the preference given to returned soldiers, and we did not raise any objection to that.

Q. A tremendous number of men went to the war and are now returned soldiers in the civil service?—A. Yes.

*By Hon. Mr. Calder:*

Q. Take the case of a dredging engineer; returned soldiers may have had all sorts of experience in dredging. A vacancy occurs in the Public Works Department, and they want a dredging engineer. Don't you think these men should have an opportunity to compete, or should a position of that kind be filled by promotion in the department?—A. It seems to me that the Public Works Department has junior dredging engineers, if they have men of engineering experience who have been working under dredging engineers, they ought to be given an opportunity of being promoted to a higher position.

Q. That then would cut out the returned soldier who has the qualifications for the higher position?—A. Well, it may be that this would happen; that a man in the service had experience also overseas; a great many civil servants have, and if you throw it open to competition you are putting a handicap on him although he is the man who understands the duties of the position, and is right there for promotion.

Q. In fact, that means this: that when men get into the service, and there are higher positions open, those higher positions would be reserved for those who are in the service?—A. Only if qualified.

HON. MR. ROCHE: That is the system in England.

[Mr. J. C. O'Connor.]



*By the Chairman:*

Q. As I understand your evidence this morning you believe that the position should be filled by men already in the service in regard to appointments or promotions. What opportunity would the returned soldier have of appointment under your policy?—A. The preference given to the returned soldier under the Act still stands; I think it should stand, but I think this would largely do away with it.

Q. You would not express the opinion that returned soldiers should not have an opportunity for appointment where there is a position open even in your own department?—A. No, the policy laid down was agreeable to the Civil Service Federation.

Q. I understand you wanted the promotion made from the Interior service. As it is to-day it would not permit the returned soldier to get an appointment?—A. That might be a more ideal way of doing it, but we are not asking for that at the present time.

*By Mr. Kennedy:*

Q. There are thousands of postmasters in small towns of two or three thousand inhabitants, but the assistants working in their office practically do all the work for them. Supposing any one of these postmasters in a town of 2,500 or 3,000 population should be retired, who would be the logical successor for that postmaster? It is a country post office because it will come under this Act?—A. The Act does not say who the logical successor would be.

Q. I am asking your opinion, according to your ideas in the service. Here is a post office where the postmaster has employed an assistant for possibly twenty-five years. That assistant has been doing that work and he is only an employee of the postmaster and he is not in the service. What would be your idea of the man who was in that position?—A. The eligible person to be appointed under an ideal system would be the assistant postmaster, but we are a long way from an ideal system yet, and I don't think that that would do away with the returned soldiers' preference under this system, and I don't think the Civil Service Commission is ready to make that recommendation. Certainly I am not.

*By Hon. Mr. Calder:*

Q. I have had a fairly long experience myself in connection with appointments. I was in the civil service myself out West for something like twelve years?—A. You were lucky to get out.

Q. I was deputy minister of a department, and I became a minister. I was twelve years a minister out there and I became a minister here. In my own personal experience I have had many cases where I found it necessary to pass over a man, not for political reasons, but because that man had not the qualifications and because he had not the personal qualities. You can conceive that that is possible?—A. Quite so, and that is why I say that if a man is passed over in that way he should have it understood it is done by an impartial body. If he is passed over by the deputy minister or the minister he may feel aggrieved. If he is passed over by the Commission he has no reason to feel aggrieved.

*By Mr. Thompson (Yukon):*

Q. Less reason?—A. Less reason, at any rate.

*By Hon. Mr. Calder:*

Q. In the case of that man who would be the best qualified to be the judge? Now I will give you a concrete case that came within my own experience. Take the appointment of a deputy minister—of course, it will apply to any other in my own department, the next man to that deputy minister, while a good man, in some respects, had not the personal qualities and I had not anybody else in the service that I

[Mr. J. C. O'Connor.]

considered had the personal qualities, tact, judgment, administrative capacity to go in and take charge of a department. Well, who would have the best knowledge of that situation? A body like the Commission or somebody constituted outside of myself?—A. I think to illustrate that point it would be better to take some other position than that of a deputy minister.

Q. The same would apply to another position. If there was a branch there dealing with some phase of the work and there were 20 or 30 or 40 employees under him and he was the head of that branch and he disappears and I want to appoint some person else. I can quite conceive in the same way there might not be a man there at all, but who would be the best judge of that? How is the Commission or any outside body going to determine that factor?—A. They are going to get all the information they can get. It is a matter that should be decided by all the factors that are concerned. The illustration you used with regard to a deputy minister does not fit into this case at all, because they are not, in the sense we speak of them, civil servants. They act for the minister and they have an entirely different standing from ordinary civil servants, but the head of the branch is the man who is acting for the deputy minister and the minister and he is supervising a certain staff. Now it may be that some man will be personally quite acceptable to the deputy minister, but that he has not the capacity for supervising a large staff, for looking after a large organization; and those things have to be taken into account. Now I don't know that the deputy minister or the minister are any more capable of arriving at that conclusion than the Civil Service Commission and if they arrive at that conclusion that he is the best man and they tell the Civil Service Commission so, the Civil Service Commission is not going to pass that up finally unless they have some other man who has made application.

The CHAIRMAN: Any further questions, Doctor?

Hon. Mr. ROCHE: In the case of Hull, which you have referred to, the law at present does not recognize any person as a Civil Servant who is not on the pay roll of the country. The postmaster at Hull died, his son has been assisting him in the discharge of his duties for some considerable time before his death, and he was paid by his father to discharge the duties of postmaster. He was not a Civil Servant, therefore the Commission could not go over somebody who was not on the pay roll and was not recognized as a Civil Servant.

*By Mr. Argue:*

Q. Don't you think it would be advisable to put every one of those in the service?

Hon. Mr. ROCHE: I would not object at all. That is the reason why a man was made postmaster in Edmonton from an outside point. The chief deputy postmaster assured the Commission and the minister that there was no person on the staff qualified to occupy the position of postmaster of that city. We referred a while ago to the postmaster at Winnipeg. There have been other postmasters appointed under the new system, Vancouver, Toronto, Hamilton and perhaps at other points. In every instance the assistant postmaster was promoted, was he not?

WITNESS: I am not aware. I presume he was.

*By Hon. Mr. Calder:*

Q. The Bill does not suggest these be taken from the Civil Service Commission. I won't say promotions, but the Bill does not suggest appointments of this kind be taken from the Commission?—A. No, but with regard to promotions I think it does. I think it leaves it pretty wide open.

Q. You think section 2 would leave it pretty wide open?—A. Wide open, I think.

Q. Except it would have to be a promotion, that is, you could not go out and get a man who had never been in the service?—A. No.

[Mr. J. C. O'Connor.]

Hon. Mr. ROCHE: Now I would like to state that while the deputy's nominee under the efficiency rating in his own department which was supplied to the Civil Service Commission in most instances has been approved by the Civil Service Commission, after applying our values there have been a number of cases in which the recommendation of the deputy head has not been approved.

Hon. Mr. CALDER: We better have some cases from you.

Hon. Mr. ROCHE: We are going to have them on Monday. Do you not think that when the deputy head or any member of the branch knows that the person they are recommending is to be rated again by the Commission, another body, it makes them more particular in who they should recommend? I am quite sure it will.

Mr. ARGUE: Here is John Smith, and the deputy head sends his papers to you. He is recommended "good" on that paper and Joe Brown is sent over recommended "good". Is there any difference in the valuation of Joe Brown and John Smith?

Hon. Mr. ROCHE: Not on that point.

Mr. ARGUE: The deputy minister simply sets the rating for these men?

Hon. Mr. ROCHE: No, because there are A. B. C. D. and E. There are eight or ten items. They put "above the average," "good," "fair" or "poor" and we look after the values.

Mr. ARGUE: You put the same rating for "good" on every paper; the same number of marks for "fair." The deputy minister sets that paper and he says, "this man is above the average"; "this man is good" and "this man is fair," and you set the same rating on any one of those three classes.

Hon. Mr. ROCHE: If there are half a dozen candidates they are not all likely to be the same.

WITNESS: Then seniority would be the guiding factor if they were equal on other points.

Mr. ARGUE: Suppose the deputy minister has a favourite in the office and he gives him a higher rating, how is the value given by the Commission going to change his selection? When you talk about this valuation of the rating there is nothing in it at all because the deputy minister sets the value on that paper.

WITNESS: It is not the deputy minister who makes the ratings; it is the supervisory officer.

Mr. ARGUE: There is no supervisory officer in some of the departments.

WITNESS: I say it is perfunctory. In that very case of ratings, a case came to my office the other day where the supervisory officer wished to exclude certain people from a promotion examination for a lower position, just for a clerkship and it was pointed out to him that he could not say these people were "poor" because in reporting on them from time to time he said they were "good" all along. It was too late for him to say they were poor when there was a question of coming up for examination. There was something wrong in a case of that kind because he wanted to exclude them from the examination because they were "poor."

*Hon. Mr. Roche:*

Q. At any rate, you feel that the Civil Service have more confidence in this system than in the old system?—A. Yes, at the present time but the service is not well informed with regard to the question of promotions. There have been too few. They don't get any opportunity to find out anything about it.

*By Hon. Mr. Calder:*

Q. Do you consider the Civil Service Commission has had too much cast upon it in a short time?—A. It does not seem to me the task was superhuman at all. It requires a lot of work but I don't think the task is superhuman.

[Mr. J. C. O'Connor.]



Q. Their staff has grown from twenty to two hundred in two years?—A. I think you will find a lot of untrained employees that they are training now and probably by the time they get them trained they will be able to do away with a number of employees. I know that came up in connection with the bonus question. With the average salary given to the employees of the Commission you would not expect anything better from them than they are doing.

Q. Underpaid?—A. I think so. The point is that there are no trained people in this work. You have to get them and train them. There are a few in the United States but I don't think we want them. We have had enough of them.

The CHAIRMAN: Before we adjourn we would like to know if it is the wish of any members of the Committee to meet this afternoon. We have not made the progress this morning we expected. It has been suggested we have an afternoon meeting if it is agreeable to your wishes.

Hon. Mr. CALDER: And not meet to-night. Say half-past three.

Mr. DECHENE: Did you not promise Col. Currie we would not sit this afternoon, but would just have a morning sitting?

Hon. Mr. CALDER: He wanted to be here when certain witnesses were heard.

Witness retired.

The Committee adjourned until 3.30 o'clock p.m.

SATURDAY, May 14, 1921.

The Committee resumed at 3.30 p.m., Honourable E. K. Spinney, Chairman.

The Secretary read a letter from Mr. Matthieson, representing the Dominion Public Works Federation, Toronto.

Mr. THOMPSON: I would like to ask if that federation is a subsidiary of the Civil Service Federation?

Mr. O'CONNOR: Yes, but I heard the president of the Dominion Public Works Federation express some opinions with regard to patronage with which I am not in sympathy.

The CHAIRMAN: I would suggest that the correspondence be referred to the sub-committee, and let them deal with it.

Mr. FRED. W. PATTERSON sworn:

*By the Chairman:*

Q. What organization are you representing?—A. Associated Federal Employees of Ottawa.

Q. Your organization is known as No. 66?—A. Federal Union 66.

Q. Proceed, and members of the committee may then ask you questions?—A. Our remarks will be quite brief, for the reason that our views on the matter have been fairly well expressed in print, I think, and specially because the witness of this morning, the president of the Federation, went over the Bill very thoroughly. I think the questions asked brought out his views very clearly, and really I have little more to do than concur entirely with his remarks. I might, however, briefly take up some of the main points in the Bill. First, with reference to the appointments, subsection A of section 1—Manual Labourers. In the opinion of the organization which I represent it would be a great mistake to take manual labourers—by that term

[Mr. Fred. W. Patterson.]

we mean men paid the prevailing rates usually paid by the hour, I think—from under the jurisdiction of the Civil Service Commission. Now, in the position which I hold in the Department of Agriculture—assistant to the Director at the Experimental Farm—I have, of course, under his direction, considerable to do with the whole problem of the staff employed by the Central Farm and on the branch farms there are manual labourers, right up to the superintendents. I had similar duties since 1909, when the manual labour was under patronage—the old regime—and I know there is a great difference between then and now.

*By Mr. Argue :*

Q. Tell me what is the difference? In getting day labour?—A. The efficiency of the labour, sir; that is the point. Of course we cannot compare now the money we spend with the money we spent in 1909. In those days we had eight farms; now we have twenty-one.

Q. Supposing the foreman of an experimental farm at Swift Current wants a few day labourers, he goes out now and hires them the same as he did before. If he wanted a few day labourers before he did not run away to the members at the other end of the township and ask him who he would get?—A. Of course Swift Current was not in existence.

Q. But any other farm?—A. Not always to the member, but usually to a sort of dispenser of local patronage, some party man. I know that was done on a number of our farms, whereas now the labour is handled just as you say—if a man wants men he goes out and hires efficient men. In the old days we had more men that were not as efficient; that is, they didn't put in as fair a day's work, and the men set over them had not the control over them which they have now. If a man was put at a hard job and didn't like it he would soldier on it. If he was discharged he would go to the member.

Q. Don't they soldier now?—A. He could get a letter—"Mr. so and so's health doesn't permit him to work at this; can't you give him an easier job." Very often we couldn't. Other men would come out—

*By the Chairman:*

Q. What happened then, if he couldn't? Were his services dispensed with?—A. Then it was simply taken up with the member, and some compromise very often come to. Very often it led to more or less difficulty and awkwardness; it was just a case of compromise.

Q. Do you pretend to tell me that there is a member in Canada who would insist in keeping a man employed who was unfit for the work?—A. No, sir, I don't say that they went as far as insisting, but it required a good deal of explanation, so that is the reason. So now, the system which I understand we follow in the branch I am in is one which the organization I represent would recommend throughout the service for the manual labour.

*By Mr. Thompson:*

Q. I did not just get that?—A. The system which we follow in the Farms Branch is one which the organization I represent would recommend for the whole service. That is, as I understand it, in the early days of the Commission, under the present Act, we got permission from them—I don't say it was written, it was a sort of *modus vivendi* for the time being, which has not yet been changed—that we could employ the necessary manual labour, it being understood, of course, that the Commission—it not entirely come under their supervision or control, or authority, but it was unnecessary to refer each individual case to the Commission to employ that man.

*By Mr. Argue:*

Q. If you wanted a farm foreman on the farm what did you do?—A. That is a different thing. That comes under classified labour. I am discussing daily rates now.

[Mr. Fred. W. Patterson.]

Q. Is every foreman on your farms classified?—A. Every foreman is classified, yes. That system has worked splendidly. We still have the general supervision, the control, and if I may say the protection of the Civil Service Commission and the Act behind it, protecting us from any possible attempt at appointment of those men under patronage. At the same time we are at perfect liberty to go out in the open market and secure the most efficient men we can get, just the number of them required for our purpose, and pay them what we consider the going rate of wages. Now, that system could not be improved on as far as we are concerned, and I believe it should work practically as well in any other department. I cannot speak in so much detail of the other departments as the one I am connected with. Now we come to the classified labour—

*By Hon. Mr. Calder:*

Q. Just before you come to the classified labour, you mentioned something about the Civil Service Commission under the present system supervising those men that are selected in the way you state; what is the nature of that supervision?—A. It is in a very remote sense indeed, sir. You may say they have the power of supervision; really they do not exercise any act of supervision. The matter is left to us, but if at any time there were any argument—

Q. Then as a matter of fact they have not up to the present time supervised?—A. They have not found it necessary. It is precisely the case concerning the manager of a business; if everything is working perfectly smoothly the less he interferes the better. It is just in that position so far as our branch is concerned.

Q. Take the Experimental Farm at Indian Head; springtime comes around; they want to engage a teamster and a ploughman and two or three other labourers; who gets them?—A. The Superintendent.

Q. And he merely reports it?—A. No, he doesn't report it—they appear on his paysheet, which comes to Ottawa.

Q. The Civil Service Commission have no knowledge of it?—A. Not that I am aware. They may inquire, of course, at any time from the department as to the rates of wages we are paying.

Q. They don't exercise much control or supervision?—A. No, sir; it is simply that they could do so if they wished; they have that power, and consequently protect the department from any—

Q. I think if we look back at your evidence we will find that you stated they did exercise control and supervision?—A. I should have said, perhaps, possessed control and supervision. There is a distinction.

Q. Which they do not and which they never have exercised in a practical way?—A. We came to that arrangement which I have told you—that they gave us a certain amount of liberty, if that was not abused. They have the power at any time, as I understand it, to step in and inquire as to what rates we are paying, the method of employment, and so on.

*By Mr. Thompson:*

Q. Just what method do you pursue when you want men? I don't think you have told us that; how do you get those men?—A. Just the same as any private employer would get them.

Q. Do you go to a labour agency?—A. We could do so. We do in some cases.

Q. Do you advertise?—A. No, we never advertise for those men—practically never—it is unnecessary.

Q. How many farms do you operate?—A. 21 branch farms and the Central Farm.

Q. And you find it unnecessary to advertise? There are men in each of those communities who will furnish what labour you require, when you require it?—A. Yes. Naturally the superintendent is fairly well acquainted in his district; he knows, or hears from his employees of other men open to engagement.

[Mr. Fred. W. Patterson.]



*By Hon. Mr. Calder:*

Q. Did you have any trouble prior to the coming into force of this Act, in regard to securing labour for your farms?—A. No, I don't think we had any trouble as far as labour was concerned.

Q. The right kind of labour?—A. Well, as I said, I don't consider it was efficient, take it right through.

Q. Who got that labour before?—A. It varied a good deal in the different parts of the country.

Q. Go back to the Indian Head farm; Mr. Angus Mackay was superintendent of that farm for years, I know him very well?—A. Mr. Mackay, yes, is Inspector of western farms now.

Q. Do you imagine Mr. Angus Mackay would allow any person to wish on him labour that was not suitable on that farm?—A. Well, I would not like to say.

Q. Were you connected with this branch 6 or 7 years ago?—A. 12 years ago; Mr. Mackay was superintendent.

Q. Do you know Mr. Angus Mackay?—A. Yes, I met him several times in Ottawa.

Q. Do you remember any complaint he ever sent in to Ottawa in regard to suitable labour being forced on him?—A. No, I don't know of any complaint from that farm.

Q. Do you know of any other farm?—A. Just at the moment I can think of a complaint from Brandon. I can think of a complaint from one of our eastern farms—two of our eastern farms.

Q. Take Brandon; when did that complaint come in?—A. Oh, some years ago; that is, the final complaint came in which enabled us to get rid of the man in question under this law.

Q. I am speaking of the old days?—A. The difficulty had been existing for some years before that, and could not be handled.

*By Mr. Thompson:*

Q. As easily, you mean?

*By Hon. Mr. Calder:*

Q. Just a moment; you have been connected with this work for some ten or twelve years; I am asking if, before this law came into force, any complaints reached you from the men in charge of any of those farms, that unsuitable labour was forced upon them?—A. No, I wouldn't say that unsuitable labour had been forced on them, oh no. No, I don't remember of any case where anyone had gone as far as forcing labour on them.

Q. You said that under the present law you have been able to get better labour than you got previously?—A. Yes.

Q. Why?—A. Because, while labour may not be forced on a person, there may be considerable pressure brought to bear whereby a superintendent would hire a man whom, if he was entirely a free agent, he would not hire—not going so far as pressure, you see.

Q. Come back again, then; do you remember any case in the administration of all of those farms, where any one of your superintendents reported to the department that they were not permitted to get satisfactory labour?—A. No, I don't remember of any case where it was reported. For a superintendent, under the old conditions, to make a report like that—a formal report—would be a very serious matter indeed, and there would be quite a strong tendency in that direction. It would not be made a matter of formal report.

*By Mr. Johnston:*

Q. Would a report of that kind injure his position?—A. I would not say, as far as that goes—no, I don't suppose it would.

[Mr. Fred. W. Patterson.]

*By Hon. Mr. Calder:*

Q. Do you think it would be his duty to report?—A. Well, that is a question. I really don't think I should answer that. I am not a superintendent.

Q. If you were in charge of one of those farms yourself and responsible for the conduct of the farm, and by some means or other you were required—I won't say forced—make use of any term you please—you were required to use a labourer that was not suitable, in your judgment, don't you think you should let somebody know it?—A. It is very difficult to say, sir, what one would do under those circumstances; and as I have said, it was not a case of forcing these men, it was a matter of recommendation, sometimes strong recommendation, that such men be employed.

Q. You say you have been able to get more satisfactory labour this last two years than previously; personally I would challenge the statement at once, because every farm in the country has had the most difficult job in the world to get any labour?—A. Oh, well, we make allowance, of course, for after-war conditions.

Q. I am speaking of the last two years?—A. Yes, I know.

Q. You say that during the last two years you have been able to get more satisfactory labour than previously?—A. Yes, we have.

Q. I would just ask if, during the last two years, you have not had all kinds of difficulty in getting any kind of labour?—A. No, sir, not a great deal of difficulty, except perhaps in harvest time in the West there might have been some little trouble getting men; but I don't remember any time when we were stuck for men. We have to pay for them, of course.

Q. How many men of that class do you employ out here at the Experimental Farm?—A. It varies from season to season.

Q. Take last year?—A. I suppose we probably had 50 or 60 men altogether.

Q. Did you have any difficulty in getting those 50 or 60 men?—A. None whatever.

Q. Where did you get them?—A. Just here and everywhere; they come out looking for employment.

Q. Were those men better than you had previously at this Experimental Farm, as a class?—A. Yes. Of course a good many of them have been with us some time; but the seasonal men that we took on were, I think, superior to what we got in the old days; I really think so.

Q. Would you say you were quite sure of that?—A. That was my opinion.

Q. Who would have the best knowledge of that?—A. Naturally the Director of Farms, or the Farm Superintendent, Mr. Gray. My duties, of course, are entirely inside; it is just a general opinion which I formed.

Q. As a matter of fact you know nothing about it?—A. No, not at all, sir, I—

Q. Do you see those men working?—A. Occasionally.

Q. What do you mean—occasionally? You go out to the farm occasionally?—A. From time to time with visitors or something of that kind; I may be asked to go out.

Q. You can form a judgment by seeing those 30 or 40 men working on the farm, that they are a better class of men than you have been employing?—A. I also see the superintendent every day; he is in our office.

Q. You are giving his evidence?—A. Well, as in support of my own observations.

Q. You have just passed through the seeding period; have you been out to the farm this last two weeks?—A. Yes.

Q. How often?—A. Only two or three times.

Q. Did you go out where the men were working?—A. Not right into the field. I have been out past them with one or two parties of visitors, that I can remember.

Q. I am afraid you did not have much opportunity to size up the ability of those men?—A. I know, too, of course, by the number of men we are employing; I see the pay-sheets all the time; I see the various foremen of the different divisions in charge of those men.

[Mr. Fred. W. Patterson.]

Q. I am afraid we would have to get that evidence, Mr. Chairman, from men who come actually in contact with those men, and who work with them from day to day, and who were in a real position to give a judgment on this?—A. I will be very pleased to give you a statement.

*By the Chairman:*

Q. You have no real practical experience so far as running a farm is concerned?—A. No. I have farmed, of course.

Q. Who has control of that work?—A. Well, the immediate control is with Mr. Gray, the Farm Superintendent.

Q. Who is next to him?—A. The Director of the Experimental Farms, Mr. Archibald.

Q. I think it may be well to have Mr. Archibald, if he is responsible for the management of the farm?—A. Certainly, he is the director of the whole system.

Hon. Mr. CALDER: If we could get Mr. Archibald here we could ask him four questions and get through this whole thing.

The CHAIRMAN: We want some person who has a practical knowledge of the Experimental Farm.

*By Mr. Griesbach:*

Q. I think this witness comes to give evidence as to an organization of which he is an officer; is that so?—A. Yes, and I got off that point. These questions arose from that; I didn't intend to go into it so fully. It seemed to our organization that the employment of manual labour could very well be done in a similar way, as far as we were aware, for practically all the departments. All it wants, instead of a definite and radical change in policy, is simply a little more co-operation. I think that is all. Now, suppose one of our superintendent wanted labour, or anyone else in any other department, what more natural than that he should consult the local member? If it was desired, there is no objection.

Q. You think the line of demarcation might be drawn between the permanent staff and the seasonal and part time employees?—A. Well, I am just speaking now about the men paid prevailing rates, whether seasonal or permanent—that is, all the year round.

Q. Paid prevailing rates—that is a new idea; this morning, in speaking to another witness, I suggested that the line of demarcation be drawn between those officers who are permanently employed, who make the service a career, and those who are seasonal employees or part time employees; you say prevailing rates; I don't understand that, but are they seasonal or part time?—A. Some are seasonal.

Q. And some are part time?—A. Well, some might be part time.

Q. But none of them are permanent?—Oh, yes, some of them are employed the year round.

Q. And they receive—what was that expression of yours?—A. Prevailing rates, that is, an hourly rate or daily rate.

Q. Employed permanently?—A. Yes.

Q. Classified in the Civil Service Commission?—A. Classified in the classification as to be paid prevailing rates.

Q. Classified as what?—A. Well, in the Department of Agriculture it would be farm labourers.

Q. Is farm labour classified?—A. Some grades of it are. The skilled, such as gardeners, herdsmen, etc., are paid on a fixed salary range.

Q. But they are not fixed permanently?—A. Yes, permanent employees, and some of them employed temporarily.

Q. Your view is that it might be taken out of the hands of the Commission?—A. No, sir, that is not my view, we have thought that it should be kept under the

[Mr. Fred. W. Patterson.]



general supervision of the Commission, precisely as was explained to you. The Commission had permitted us to handle manual labour at the Central Farm, they had supervision, but they did not as a rule exercise it in the daily routine operations of the employment of our manual labour, but they always had that power. I think, if the manual labour in all departments was handled in this way, the Commission having the power which they could exercise if they saw fit, that it would be a protection against this patronage—and I use that word in its most unfavourable sense—but at the same time it would permit of the employers of labour in the different branches, and so on, to make any recommendations they wished, it seems to me that a little co-operation if applied in the right place would work out very nicely.

Q. The idea is that the Commission is all right as long as it does not interfere?—

A. It always has the power—but as long as it does not interfere it is all right, for if the heads of the department see fit they can consult with the members.—A. As long as it does interfere it is all right, if the interference is just.

Q. You think it would be compatible with the good of the service to permit the consultation with the members?—A. I think so. I think it would work splendidly.

Q. You are the first witness who has thought so.

The CHAIRMAN: It should not alter his opinion.

Mr. GRIESBACH: No, he is entitled to his opinion, and I give him credit for it.

The WITNESS: It is working in one branch, and why not in the other?

*By Mr. Griesbach:*

Q. It is working in one branch? Do you consult the members of the Agriculture Department now?—A. We may if we wish.

Q. Have you done so?—A. I do not know whether we have done so or not. I do not employ the labour, that is not done by me.

Q. What is your occupation—what is your position?—A. I am assistant to the Director.

Q. Of what?—A. Of the Experimental Farm.

Q. What is your position in this organization—Union 66?—A. President.

Q. Are you quite satisfied with the Commission?—A. Well—we are not.

Q. You advertise the Whitley Council?—A. Yes.

Q. As a means for conducting the Civil Service administration?—A. As a means of conducting its administration, but not as a substitute for the Commission, and not as a substitute for the Civil Service Act, but as a means of promoting co-operation and mutual understanding and good feeling between the Commission and the departmental heads and the personnel of the various departments.

Q. Does your organization advocate the strike weapon?—A. It does not.

Q. You discourage the strike weapon?—A. We do.

Q. You advocate the Whitley Council?—A. Yes.

Q. Have you ever heard of a Whitley Council being applied to any organization of this kind which is not productive or competitive?—A. Yes, it is working in the British Civil Service now.

Q. The Whitley Council?—A. Yes.

Q. You advocate that in your publications?—A. Yes, we have a special memorandum of that, a copy of which was placed before the Committee. I have another here, where we go into the organization at full length. The idea of the Whitley Council is not to attempt to transfer the administration or control of the service, or any branch of it, putting it into the hands of the employees. It is simply to give them a voice.

Q. I notice an observation made a moment ago that the desire was to promote good relations and good feelings. Are you aware that the publication issued by you has probably caused more ill-feeling than anything else?—A. What is that?

[Mr. Fred. W. Patterson.]

Q. Your publication, your bulletin, *Unión* No. 66,—A. Any special issue?

Q. Most of the issues.—A. For what reason?

Q. For the reason that it betrays an attitude of mind, a demeanour toward the country, which alarms the people, having regard to what was said to your predecessor in giving evidence that the Civil Service is practically the Government of Canada—are you aware of that?—A. I am not aware of it, no, sir, and it was certainly not intended that it should convey any such impression. I know the policy or spirit of the organization I represent is to place the Civil Service of Canada on precisely the same basis as any other body of workers in the country. That is what we are asking; we are asking for no special privileges; we are asking no favours; we have only asked for just and fair treatment, such as any considerate employer would give a fairly efficient body of employees.

Q. That was not the impression conveyed to my mind when I read the publication. The impression conveyed to my mind was that you were endeavouring to introduce into your relations with the Government, the relations commonly said to exist between capital and labour, do you propose that relationship to be introduced?—A. Not at all. The mere fact that we advocate the Whitley Council as a central feature of all of our policy must necessarily show that we are not trying to set up capital and labour, two radically different bodies fighting and opposing each other. We are trying to get the employer, as represented by the people's representatives, and the employees, as represented by the civil service, together on a basis of mutual understanding.

*By Mr. Johnston:*

Q. This is all very interesting, but has this any bearing on what we are to consider?

The CHAIRMAN: Not particularly. This gentleman is called to give his views of his union; we are not sticking very closely to this subject.

Mr. GRIESBACH: I thought I was sticking rather closely to it.

The CHAIRMAN: Any questions you have to ask for the information that you wish brought out are quite in order.

The WITNESS: I was merely answering the question. I am ready to go on.

*By Mr. Griesbach:*

Q. What is the nature of the dissatisfaction with the Commission, which you referred to a moment ago?—A. I will have to be very frank in answering that. You will excuse me. This is our opinion that when the Commission was formed there should have been put at the head of it, men thoroughly familiar with civil service conditions.

Q. Would you suggest a person—an ex-employee of the Government?—A. Possibly.

Q. An ex-civil servant?—A. Possibly. I have no one to suggest.

Q. I am rather curious to know who they could possibly be if they were formerly employees of the Government?—A. A number of good ones could have been chosen, for the simple reason that when a man who is starting a complex business with a great deal of capital and a large personnel is involved, he would naturally use as the administrator of that business a man acquainted with that line of business. I don't think that any three men, practically unacquainted with the civil service conditions, could have done more than the present Commissioners. That is our feeling. I might just say before I go any further, that with the experience they have acquired, and they certainly must have acquired some in the last few contentious years, my organization would not dream of suggesting any change; we have every confidence in the fairness of these gentlemen, and their ability. Unfortunately, when they com-

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menced, owing to their lack of familiarity with civil service conditions, the question of classification came up.

It was thought best by them, desirable, to employ the Arthur Young Company, and their employment was authorized. The Arthur Young Company knew nothing about Canadian conditions. That was one bad feature. The worst feature was that they came to the service and started the classification of it in the most autocratic way possible. In my position at the Farm I had to do, under the Director, a great deal with the classification of that branch, and it has been a constant, steady, up-hill fight. I know in the early days when the Arthur Young people were there, it was absolutely impossible to convince them of anything. They were doing the most preposterous things in classifying the employees, for the reason that they had no conception of the training necessary for these appointments, and they went on as if they had.

*By Hon. Mr. Calder:*

Q. Give us one illustration, so that we can get it in a concrete way?—A. I can give you one very amusing illustration. The Director of the Experimental Farm was in and interviewed these men until he was tired of it, and gave it up. I said to him one day, "Would you mind if I went in and discussed the classification for a few of these clerical cases which are absurd?" He said: "Do anything you want to. I have done everything I can; go in." I went in and saw the man in charge of the classification of our branch, and I discussed these clerical cases with him. He simply paid no attention to what I was talking about—

Q. What I mean is, what kind of a case is that—you say, "a clerical position"?—A. A number of clerical positions.

Q. Name one of them?—A. The clerical classification of the branch.

Q. Name one of them?—A. A number of clerk-stenographers and clerk. There were several, five or six, who had been clerks and junior clerk-stenographers, and clerk-stenographers, and we claimed they should be clerks, and senior clerk-stenographers, and we have just recently had that put through, which shows our claim was not out of reason.

*By Mr. Griesbach:*

Q. Go on with your story?—A. I was turning over the rolls showing our classification, and in doing so I came to plant pathologists, who were classed at \$1,400. They are men who have to be graduates of an agricultural college with special training in plant pathology. I said: "There is a ridiculous classification; you cannot get men for that money, or anything like that," he said: "Well, what is a plant pathologist? He is only a trained gardner." That is all he knew about it.

*By Hon. Mr. Calder:*

Q. These positions had to be fixed first before you came to salaries?—A. The men had to be classified, yes.

Q. Now, just a moment, the position had to be fixed. You had a plant pathologist, and that plant pathologist was required to set out on a card all of his duties, and to set out all of his work?—A. Yes.

Q. And his description of all his duties and so on had to be approved by himself and his deputy?—A. Yes.

Q. And you mean to say that with that card before him this man went to work and implied that he was simply a gardener?—A. Those are just the words this man used to me. I will admit that he did not have the card in front of him at the time, but doubtless he was familiar with what was on it. Those are the words that he used, and they are fixed in my mind, because as soon as I got back to the Farm I told the Director what these words were, and we both laughed over them, and noted them, so

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they are permanently fixed in my mind. That is merely one instance. We have felt, of course, that while the Commission did not carry on with that attitude—the unreasonable attitude of the Arthur Young Company—yet it seemed to bias them, as it were, against listening to representations from the department, perhaps as considerably and closely as they should.

*By Mr. Ethier:*

Q. Did the Griffenhagens do better?—A. Just the same exactly.

Dr. ROCHE: The Griffenhagens had nothing to do with this point at all.

The WITNESS: I believe it has been generally noticed, and I can speak for what I notice myself as head of our organization in the department, that for the last six months, probably a little more, there has been a very satisfying tendency shown on the part of the Commission to work more hand in hand with the department, and to pay more consideration to departmental recommendations. They work together a great deal better. They work together a great deal better; and our recommendation in this regard is simply a repetition in a certain sense of what we said with regard to manual labour. What is required is no radical change in the Act, nothing new, just simply closer co-operation between the department and the Civil Service Commission.

Q. Might I suggest it in this way, Mr. Patterson, that as a result of what has taken place these last two years, the fixing of these positions, the classification and the fixing of salaries has caused a great many civil servants to start out on a struggle to get the highest classification they possibly could and to get the highest salary they possibly could. Have not those two considerations permeated the whole of the civil service here and outside as a result of the action taken by Parliament? I am not saying it is wrong. That a constant struggle for better positions and a better salary has been going on throughout the entire service and in order to satisfy the great body of civil servants in that regard there has been the tendency towards higher classifications and higher salaries, consequently the civil service as a whole are getting more and more pleased?—A. More and more what?

Q. Pleased?—A. No, sir, I would not say so. I have a little higher opinion of the average civil servant than that.

Q. I don't blame them, not a bit. If I were a civil servant I would do exactly the same thing. I would struggle for the highest possible position I could get and the highest possible salary I could get?—A. But you would endeavour to merit it.

Q. I suppose, yes?—A. The civil service is just the same.

Q. I am just going to ask this question: you are free to give your answer. Speaking of the service as a whole I think there has been nothing more than an adequate struggle for classification and remuneration. I know there must have been because in a case like this as you say they are all trying to get the element of promotion whether they deserve it or not?—A. But I think speaking of the civil service as a whole it has been actuated by higher motives.

*By Mr. Griesbach:*

Q. It has resulted in a very substantial increase in the salary list. It has added to the estimates a matter of millions in a year?—A. It has. I am not familiar with what it has added as a whole, of course. Some of the increase is due to the fact that members who have been in the service a number of years and who are left at their present salary are above the salary range, which their successors would get. For that reason at the time being it is considerably higher than it will be in a few years from now.

Q. If it remains the same?—A. Yes, so as far as the Civil Service Commission is concerned in that respect, nothing is required except closer co-operation, which closer co-operation is provided for under our Whitley Council plan.

[Mr. Fred. W. Patterson.]

Q. Did I understand you to say there are no complaints against the Civil Service Commission?—A. No, I did not say that. I said there was nothing in the way of complaints which could not be amended by closer co-operation between the Civil Service Commission and the departments.

*By Hon. Mr. Calder:*

Q. In your judgment that can only be brought about by the establishment of the Whitley Council?—A. I think that is the most obvious method. I could not imagine anything which would adequately fill its place and it could be planned and put into operation within a reasonable time. Now, were there any other questions on that point?

The CHAIRMAN: Gentlemen, have you any other questions to ask the witness?

*By Hon. Mr. Roche:*

Q. The principal complaint then really against the Civil Service Commission itself was that the department heads and employees felt that the Commission was not providing sufficiently high salaries. Was not that really in fact the great cause of the discontent in the service?—A. We felt in a great many cases the work in the various departments had not been adequately gone into and thoroughly understood by the classifiers and that the Civil Service Commission has endorsed the classifiers' view and it was so difficult to get our men working at the work. Some simplification of the channel of communication between the department and the Commission; that is all.

Q. It is almost a physical impossibility to have a personal inspection made within the time limit set for classification?—A. I presume it is. As far as the next class is concerned in that bill, I have nothing to say, as to postmasters. It is something quite outside my scope as president of the union, made up of civil servants in what was formerly called the inside service and which we still use as a matter of convenience. Then we come to section C. In the first place that seems to us very vague. Almost anyone can be put under that, and consequently relieved from any competition, advertising positions or anything like that.

*By the Chairman:*

Q. It seems to leave the door wide open for appointments under patronage in that regard?—A. As to those appointments we do not say that the member recommending the appointment of a man—

Q. Before you go into that, would you tell us what suggestions you would make with regard to what these positions should include?—A. What I was recommending is that the thing should be left as it is.

Q. You want them all together?—A. Left as it is, where it is defined in classification and so on. Certainly taking that over is necessarily going to recommend the appointment of a poor man. There is no difficulty with it because he is going to recommend a good man because his own reputation depends on it. He is going to recommend the best man and it is the best men the service wants. Yet he probably will not recommend the best man for the simple reason that he is not in touch with the whole field from which these men may be secured.

*By Hon. Mr. Calder:*

Q. But you would not object to his making a recommendation of men if it goes no further than that?—A. Not the slightest. That is the feature of our policy, the more recommendations come in from the more sources, the better, as long as there is no pressure, if you understand me, accompanying it. I am sure the Civil Service Commission or the department would welcome recommendations from any source whatever.

Q. I have always taken the other view myself, that if I sent in a recommendation the party I recommended would be the last to be considered?—A. I don't know just

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what the present position is with reference to that but if such recommendations are not welcome they should be, in our opinion. They certainly should be. Consequently I think those positions should be open to competition and to examination the way they are now. In the Experimental Farms Branch we employ a number of technical men, technically trained agriculturalists, chemists, plant pathologists, botanists and so on.

Q. Have you appointed any technical men recently—A. Lately?

Q. Yes?—A. Oh, yes; a number of them.

Q. Name one?—A. Mr DeLong.

Q. What is his position?—A. Assistant to the Superintendent, Mr. Lacombe.

Q. Can you name any other?—A. Yes.

Q. Who is he?—A. Mr. Sigfossen.

Q. I am speaking about scientific men. Take a pathologist or a bugologist or an entomologist or anything of that kind. Do you know if you have anyone of that kind?

*By Mr. Griesbach:*

Q. You are short a couple of entomologists now?—A. No, that is a different branch. We appointed a pathologist, I believe; I think he is located at Quebec.

Q. That is a plant pathologist?—A. Yes.

*By Hon. Mr. Calder:*

Q. That position was advertised?—A. Yes.

Q. Do you know how many applications came in?—A. No, I don't see the applications as a rule. I could not tell how many but I know there were very few.

Q. You would not have any knowledge of what actually took place in finally securing that man, would you?—A. No, I could not tell you the procedure. I do know in a general way that when the applications come in, usually the practice is the Director of the Experimental Farms is notified and goes over the applications with the members of the Civil Service Commission. That is all I do know about it. As to the final steps I really never could tell. I have never been in there. When I say that I know there were very few applications, we have just advertised for another pathologist and there was only one application; he was entirely unfitted for the work. Mr. Archibald can give you all that.

Q. Mr. Patterson has stated in his evidence and he is giving it as the view of his body that in so far as the appointment of these professional men is concerned his body is of the opinion things should stand just as they are. He states that he is not in position to give any evidence as to what actually takes place in connection with some of the appointments in his own department.—A. I don't know the details of it of course but I don't say that those details of the actual steps that take place in connection with the appointment really affect the situation. We know the positions are not advertised.

Q. Except that we have had evidence here that in some of those cases at any rate the departments has had to simply go out and get the men. It might of course occur.—A. It might of course occur. During the last few years the number of technical men in the field has been very small on account of war conditions.

Q. As a matter of fact the body you represent now consider that in so far as those positions are concerned they are all thrown open to open competition, that the departments or the departmental heads or officials have very little to do with it and that as a result of this open competition some man who is better than the others gets the job. That is the idea your people have?—A. Yes.

Q. That is the idea your people have?—A. Yes sir.

Hon. Mr. CALDER: I am inclined to think that the evidence will scarcely bear that out in some respects at any rate.

[Mr. Fred. W. Patterson.]



*By Mr. Griesbach:*

Q. What is the strength of your organization?—A. About 1,500 members at the present time.

Q. Paid up members?—A. Paid up members.

*By Hon. Mr. Calder:*

Q. It covers only Ottawa?—A. Just Ottawa.

Q. How many civil servants are there in Ottawa?—A. About 6,000, I think.

Hon. Mr. CALDER: I thought there were more than that, are there not Dr. Roche?

Dr. ROCHE: There were 9,000 or 10,000 a few years ago, but they have been demobilizing very rapidly since the Armistice, and I would think that there are not now more than 6,000 or 7,000 permanent and temporary employees. The Soldiers' Civil Re-establishment had a very large staff.

Hon. Mr. CALDER: Do you include them in your estimate?

Dr. ROCHE: Not in the 6,000 or 7,000.

Hon. Mr. CALDER: Do you include the Militia Records Branch?

Dr. ROCHE: No.

*By Mr. Griesbach:*

Q. Your paper had a short paragraph sometime ago rebuking the other organization for their violent and intemperate language.—A. Not in our publication, I think we had something in the press.

Q. I thought it was a case of Satan rebuking sin?—A. It is necessary to exchange these little amenities from time to time to keep the ball rolling. They do not really amount to much.

Q. I refer to it because I was struck by the temperate nature of your evidence, and I would suggest that in future you write all the paragraphs and announcements for your organization. It would spare the Commission?—A. Am I to take that as a compliment?

Q. To yourself, not to the organization?—A. If I may go on—

Q. I thought you had finished. That was intended as a parting shot?—A. The questions put me off the track. I just have a few words to say on the subject of promotions. In the opinion of my organization, it is very essential that the matter of promotions should be left entirely under the control of the Civil Service Commission as they are now. If they are left to the department, it is our opinion that patronage must come in. The moment that it does come in, it means absolute loss of ambition on the part of a great many first-class members of the service. You take a young fellow going into the service. He is well-trained, and he is ambitious. He gets on to the ropes, but if he finds out that patronage, that a special individual recommendation of that kind has anything to do with it—perhaps he comes from nowhere, he cannot exercise any patronage—and he is not working under the immediate eye of his chief here and he knows no one whose recommendation amounts to very much—he simply would say, "what is the use?" and sits back in harness, whereas now with the opportunity given first to every person in the branch who considers himself qualified to try for promotion, if there is anyone in the branch, then every one in the department, every one in the Civil Service feels that he has a show to work himself up, which is exactly what is required. That is our view on that point.

*By the Chairman:*

Q. Have you any further views to express?—A. That is all I have to say on that.

*By Mr. Dechene:*

Q. Were you working under the old system?—A. Yes, but I was not appointed under the old system.

[Mr. Fred. W. Patterson.]

Q. Have you known instances where some men were pushed up and others down?—A. I have heard plenty of fellows say, "what is the use"? Now there is just one point in section 3 of the Bill:—

"The powers of the Commission as to classification, new classes and reclassification to be subject to approval of Governor in Council."

I quite agree with the witness this morning that if that were left to departmental recommendation and to approval by Order in Council it would practically destroy the uniformity and solidarity of permanent classification. The classification of positions would be going up and down all the time. There would be a constant struggle to raise them, and a constant tendency on the part of the authorities to put them down. No one would know where they were at, and it would seem to me that it would be most unfortunate if any change were made in that regard. I have nothing further to say unless there are any questions.

*By the Chairman:*

Q. Have you any knowledge as to what consideration is given to returned soldiers in the selection of employees?—A. What consideration?

Q. Yes?—A. Only in connection with the branch I am in.

Q. How many returned soldiers are employed in your branch?—A. I cannot say that off-hand.

Q. Can you give us the percentage of returned soldiers who are employed?—A. I cannot even do that. I know we reappointed every one of our own men who went overseas. When they came back we took them on without question, and if there was anything better we saw that they got it.

*By Mr. Griesbach:*

Q. Did they get the same seniority as they had before they went overseas?—A. They did not lose seniority.

Q. Did they not find in many instances that others had been made senior?—A. Well, I understand that the regulations changed as the war was in progress. The men who went early in the war got their annual increase while they were away and full pay, as I remember. Later on, I believe they were paid the civil pay less the military pay, and I do not think they got their annual increase.

Q. But when they came home and took over their work, did they find themselves in the same relative position? Suppose that a soldier named Smith went overseas and Brown and Jones were junior to him when he went away, he would be behind these fellows when he came back?—A. No, not in our branch, they found themselves in their seniority just as if they had not gone.

Q. Do you mean that those who did not go passed over them?—A. No, just the opposite.

Q. As a matter of fact, I have before me a case where a lot of men in the Customs Department came back and were put back in their old positions, but in the meantime those who stayed at home had gone on to other and higher positions. It was a case of discrimination against the men who went and in favour of the men who did not go. You did not have anything of that nature in your department?—A. No.

*By the Chairman:*

Q. In other words, if the returned soldier occupied a position and that position was filled during his absence, the one filling his position would not be displaced to give the returned soldier his old position?—A. The returned soldiers in our branch—we have always been able to give them a position at least as good as the one they left to go overseas.

[Mr. Fred. W. Patterson.]

Q. Is that generally the case?—A. Perhaps not. There is not a large office with a great many employed on a uniform footing, and perhaps it is more easy to arrange it on that footing.

*By Hon. Mr. Roche:*

Q. In short, the organization of which you are president prefers to allow the Civil Service Act to remain in its present form?—A. Certainly, just as it is at present. We do not say that it is perfect by any means, Dr. Roche, but we claim that it is essentially correct in its basic principle. We think, in fact, we feel sure, that the regulations can be simplified, that a spirit of co-operation, a better feeling, team work in other words, between the departments and the Commission will eliminate practically every feature to which we object in the Commission now.

*By Mr. Griesbach:*

Q. Without costing the country any more?—A. Costing it less. Simplification is all that is required. I might just say one more thing in closing with reference to the reorganization of the service which is provided for under the Whitley Council Scheme, working in conjunction with the Commission. It can reorganize the service branch by branch, getting the branches reorganized into departmental ones, and working in the departmental ones into the service organization. There you have the whole thing. We do not require any experts to work it through and we would not have groups here and there throughout Ottawa doing nothing.

Witness retired.

The CHAIRMAN: The next witness is Mr. MacNeil.

Mr. C. G. MACNEIL sworn.

*By the Chairman:*

Q. Your official position is Secretary of the G.W.V.A.?—A. Yes, sir.

Q. I think your organization asked for a hearing before this Committee. We would be very glad if you would state your case.—A. We are grateful for the opportunity of stating our views with regard to the subject now under consideration by your Committee. We are concerned in this matter not only because of our interest in the thorough conduct of public affairs, but also because of the effect that this amendment will have on the peculiar problems of the returned soldiers. You have had witnesses before you who can more competently discuss the more general aspects of the problem, and I would like to confine my remarks to that phase which deals with the returned soldier. Following unanimous agreement, the Dominion executive of the body which I represent here, and after consultation with all our provincial commands, I was instructed to petition this Committee to preserve or continue the degree of preferential consideration which has hitherto been shown and is at present shown returned soldiers seeking employment in the public service. We have attentively studied Bill No. 122 which is before this Committee and we, probably because of its omission of reference to returned soldiers, feel more concerned about this proposed legislation than any that has been before the House of Commons for some time. We feel that the effect of this Bill if it goes into operation, would be to almost totally abolish the preference which has been shown returned soldiers under section 39A of the present Act. We would therefore most earnestly petition—

[Mr. C. G. MacNeil.]



*By Mr. Griesbach:*

Q. What is the part of this Bill that appears to destroy that preference?—A. Section 1, subsection 1, with A. B. C.

Q. Merely the omission of mention, that accounts for your fear?—A. As we understand it—of course I am open to correction—this removes from under the jurisdiction of the Civil Service Commission practically all appointments except those of a minor character, all important appointments.

Q. The existing Civil Service Act contains that provision and this does not?—A. This does not.

Q. And that accounts for your fear?—A. Yes, sir.

Q. If you received the assurance of this Committee that this amending Act would contain a similar clause, you would be quite satisfied?—A. It has, of course, been intimated to us that there was no intention to molest this feature of the Act, but we are anxious to have it definitely stated in the legislation that is now brought forward.

*By the Chairman:*

Q. Have you any cause or reason to think that the present amendment of the Act—suppose that members had something to say in regard to appointments, which I do not claim is necessarily under the Act—have you any right to suppose that any member of Parliament would disregard the interests of the returned soldier in regard to appointments?—A. I am quite sure that the great majority of them are very kindly disposed towards returned soldiers, and would be very anxious to show this degree of preference, whether under the provision of the old Act or not.

Q. I wanted to make that point very clear.—A. Unless a definite provision is made, sometimes those intentions are not always put into practical effect. The majority of members I know are kindly disposed, but not all.

The CHAIRMAN: I am sorry for those who are not.

*By Mr. Johnston:*

Q. You think that there should be some provision in the law?—A. Yes, sir. There are some members who have gone so far as to openly declare that they were opposed to such preference.

*By Mr. Griesbach:*

Q. In the House?—A. Not in the House, sir. Our organization was somewhat concerned about the appointment of census commissioners. Less than 50 per cent of these appointments were given to returned soldiers, and we understand that these appointments—

*By Mr. Johnston:*

Q. You are positive about that?—A. The return which was furnished to us showed that out of 240 appointed, 109 were returned soldiers. I know that in many constituencies there were reasons why returned soldiers could not be appointed, but there are a certain number of complaints that the preferential consideration in some instances was totally disregarded.

*By the Chairman:*

Q. In appointments of that kind you must realize that a certain degree of efficiency is necessary to perform the work correctly?—A. I would of course make allowance for that.

Q. A certain number of returned soldiers would not be regarded as sufficiently efficient for that work. May you not naturally assume that those appointments have been made with due regard to the interests of the public and to the interests of the

[Mr. C. G. MacNeil.]

returned soldier in carrying on that class of work? Have you any reason to suppose that it has been deliberately disregarded?—A. There have been a few complaints directly, in that respect, from our branches. We submit, sir, that there is continued necessity for the maintenance of this provision for preferential treatment in the matter of applications for employment. There are several very important reasons why this provision should be maintained. First of all there is serious unemployment existing among returned soldiers at present. The unemployment is probably more acute this year than ever before. Unemployment is of course general, but the returned soldier is at a peculiar disadvantage in this regard, and this we advance as one very good and valid reason why he should be given this special opportunity of securing employment in the public service. Another development of that same thought is that we look to the Government in the matter of employment to set an example to all employing interests throughout Canada. The Government itself is one of the largest employing interests, and we think it particularly necessary they should not only share a reasonable proportion of this responsibility, but that they should also set an example to other employers. There is another consideration, that of the disabled soldier. The men disabled in this war are not yet entirely satisfactorily absorbed in civilian activities. Their reabsorption involves a special effort. We are not asking that the civil service should become a refuge for incompetents. We have never yet pressed for the employment of any man not fully qualified, but we feel there are positions in the public service where men with the handicap of a disability can render efficient public service. This requires special attention, and can only be carried forward under a provision similar to that which now exists in the Civil Service Act. For these very important reasons we feel that preference should still be maintained until at least we have weathered the present crisis. We feel, as I stated before, that this intention should be definitely expressed in the Civil Service Act. If the Act is amended in any degree it should be clearly stated just how this preference should be put in operation.

*By Hon. Mr. Calder:*

Q. For example, suppose it is finally decided that the House make an amendment to the present law excluding country postmasters, manual labourers and part time and seasonal employees from the jurisdiction of the Commission—you think if that is done, then at the same time a provision should be made in the law for continuing the preference for returned soldiers?—A. Oh, yes, most decidedly.

Q. Would that be satisfactory if that were done?—A. Well, in the matter of rural postmasters I believe it could be done.

Q. I will confine it to one class, so as to give you an idea of what I have in my mind. Take for instance manual labour; take Mr. Camsell's department, where they have to appoint certain canoe men and camp men and packers, who carry stuff on horses for the season. Arguments are advanced both ways as to why they should be left under the Commission and why they should be taken away from it. Suppose we decide to take it away from the Commission; if it is taken away from the Commission you would still advocate a provision in the law that even in the selection of these men, the returned soldier should be given the preference?—A. Yes, if qualified, I believe it should be done, and I believe it is practical.

Q. That is the one main thing you are concerned with?—A. Yes. We are not sure however that under Bill 122, as at present drafted, this preference can be maintained.

*By Mr. Griesbach:*

Q. Read the section?—A. The section reads:—

“Provided however that in all examinations persons who have been on active service overseas—

[Mr. C. G. MacNeil.]

Q. Read the sub-title, or marginal note?—A. Clause 39, marginal note says:—

“Computation of the number of probable vacancies.”

Q. Now read the section?—A. I am reading paragraph “A” of section 39, sub-section 2:—

“Provided, however, that in all examinations persons who have been on active service overseas on the military or naval forces of His Majesty or of any of the allies of His Majesty during the present war; who have left such service with an honourable record or who have been honourably discharged; and who obtain sufficient marks to pass such examinations, shall, irrespective of the marks they have obtained, be placed in the order of merit on the list of successful candidates above all other candidates.”

Q. That is the only paragraph referring to employment of the returned soldier?—

A. Not the only one, but this is the one—

Q. Relating to preferential treatment?—A. Yes.

Q. That never did apply to these seasonal occupations, but the law has operated as though it did?—A. In regard to seasonal employment, the department, in order to secure the appointment of anyone who has not seen overseas service, must certify that their services are indispensable.

Q. The Civil Service in making all sorts of appointments has had regard to the returned soldier under that clause, whether it applies or not. In seasonal employment and part time employment, as far as I know, preference has been given to the returned soldiers?—A. Yes, absolutely.

Q. I think that your organization went off at half cock and published a lot of newspaper talk, rather inclined to hurt a bit. It seems to me the Act as amended gives full force and effect to the purpose and intent of the clause we are referring to. If the legal advisor thinks it does not then it is a different matter, but I thought it did?—A. After giving the matter earnest consideration we cannot place any other reading to Bill 122 as it stands.

Q. I thought it did, but I do not think the question was raised?—A. It removes from under the jurisdiction, from competitive examination, practically 60 per cent of the appointments of the public service.

*By Hon. Mr. Calder:*

Q. Sixty per cent?—A. Taking the group as it at present stands under the classification, it only leaves certain clerical appointments.

Q. You would give a very wide meaning to the term “professional, scientific and technical” to get your 60 per cent?—A. I have simply reference to the grouping which at present exists. A large percentage of these groups are at present rated as being professional, scientific or technical. Adding to that the manual group, and rural postmasters, it leaves very little on that list.

MR. GRIESBACH: If the law officer of this Committee—and I assume there is an officer whom we can call in—advises us differently with regard to the intention of the Bill, that is another matter, but aside from the aspersions that have been cast upon—

WITNESS: I am not making any aspersions.

MR. GRIESBACH: I do not think there is anything in the point. But if the law officer advises us that there is, then the committee can deal with it.

WITNESS: I do not know how it has been reported, but I do not know that anything has been said to question the good faith of the committee. Our views were communicated to the Committee on Pensions and Re-establishment. We simply petition asking—as I am now asking—for a continuation of this preferential consideration.

[Mr. C. G. MacNeil.]



Mr. GRIESBACH: The impression went abroad that the committee were taking the bit in their teeth and were heading off the returned soldier from getting any of these positions. That was the impression left in my mind from the paragraph I read.

WITNESS: Our intention was to state, as I am endeavouring to state here, that the effect of the Bill as at present drafted, if placed in operation, would be practically to abolish the effect of section 39 (a), under which preferential consideration is shown the returned soldier. I have consulted with everyone who, I thought, would be an authority on the subject, and they also had the same impression, so that that is the way we feel about it.

Mr. GRIESBACH: Whoever suggests to the hiring authorities the names of persons to be employed must say "There are no returned soldiers to be had and that is why I recommend so and so." If he puts in a slate with returned soldiers in it, no question will arise as to the carrying out of the principles of the Civil Service Act. That is my judgment.

Mr. KENNEDY: I think Mr. MacNeil puts his finger on a weak spot. There is nothing to secure the enforcement of that provision.

Mr. GRIESBACH: If the effect of this Bill is to abrogate that clause, in so far as it applies to these men then it comes down to the intention of the Committee. I venture to say that was not the intention of the Committee, nor the intention of the framers of the Bill. The principle is so well established and we are all so committed to it that a mere intimation that that might be the result would be quite sufficient to put the Committee on its guard.

Hon. Mr. CALDER: I am inclined to think the effect is, as the clause is drafted, gentlemen—the clause reads:

"The Civil Service shall not for the purposes of those provisions of the Civil Service Act, 1918, or the amending Acts which relate to organization generally"—

That does not mean classifications or appointments only—

"The Civil Service Commission shall not, for the purposes of the Civil Service Act relating to any of these things, which include the appointments, shall not apply to manual labourers, postmasters, professional and scientific men, and so on."

That clause that Mr. MacNeil read has to deal with the appointments. They must write the same examination, and they must get the certain preference, but this clause excludes these sections from the operations of the Civil Service Act.

Mr. GRIESBACH: That is one condition.

The WITNESS: I would like to clear up a point. We are not in any way questioning the intention of this Commission, or anything of that kind. We simply add this intention, which we have every reason to believe be given expression to whenever amendments be brought forward to existing legislation. We have petitioned the House of Commons, through the Parliamentary Committee with regard to the general Re-establishment problem. I think nearly all the members of this Committee will agree that the problem is a most serious one. There are no doubt more important problems before the Government to-day; nevertheless, there are many which are less important, and it is conceivable for us to believe that having in mind the fact which is before this Committee, and the general state of affairs amongst returned soldiers throughout the country to-day, that the House of Commons or the Government should at that time contemplate the abolition of the feature of re-establishment which has not the objection which can be raised to other proposals, that of great expenditures, and we think that a great deal has been co-related in this regard in the past, and that work can be carried forward, and without discussing the question of intention, we should like to see the intention definitely expressed.

[Mr. C. G. MacNeil.]

I would also like to point out that sometimes, unless a uniform procedure is laid down, these good intentions are not given practical effect. I have known one recently—to revert to the discussion of the appointments of census commissioners—I do not believe there is a member of the House of Commons, who is not anxious to give the fullest consideration to the returned soldiers in his constituency. Through oversight, or because they were busy on other matters, or the matter was not more widely known, or recognized, the appointment of civilians as census commissioners has occurred, when there were returned soldiers in that constituency fully qualified to do the work. It was not a matter of lack of good intention, it was simply that the pressure of business excluded the opportunity of giving consideration to these men.

Mr. ARGUE: I presume, Mr. MacNeill, that you have heard that out in Saskatchewan 11 returned soldiers were appointed out of 16?

Mr. GRIESBACH: As census commissioners?

Mr. ARGUE: As census commissioners. Now, take my own constituency. There is not a returned soldier out there looking for these positions. I went to the president of the G.W.V.A. and I gave him a month. I told him exactly what I wanted, I said I wanted him to get me a man if he had a man available for that position. At the end of the month he came back and said: "I cannot fill it."

The WITNESS: There were large numbers of the members of the House of Commons who did the same thing.

Mr. ARGUE: I said: "What will I do," and he said: "Go on and make your own selection."

The WITNESS: I am not asking that all these appointments should be given to returned soldiers.

The CHAIRMAN: My request was for a commissioner or an enumerator, that the returned soldier be considered first.

Mr. GRIESBACH: I think the real test will be the employment of the returning staff.

The WITNESS: Possibly.

Mr. GRIESBACH: A commissioner naturally must have some special knowledge of his work and special qualifications for carrying on that work, but the real test will be the employment of his staff. That will be the real test.

The WITNESS: One of the troubles in regard to the census enumerators is that the pay is not very high, and it comes at a time when nearly all of the men are employed.

Mr. GRIESBACH: The census commissioner will find, when he is looking the situation over, that the pay will work out the other way. As a matter of fact, the returning officers in my constituency, have not been paid yet. He claims that if he is paid what the Government offers him he will be out \$336, and from my knowledge the census commissioners, and their remuneration, will be about in the same boat. I am sure, he will lose money out of it. I am frank to say that if any of them come to me and request my assistance in securing these positions, my advice to them would be to keep away from it. I propose to say after this, whenever I am asked, that I do not want the responsibility of selecting them. They do not get paid. There is always a long wrangle about their pay.

The WITNESS: Then the only case we are able to advance within reason where these appointments have been made in the way intended in the proposed Bill, but while all these factors which you mention may have contributed to that, nevertheless, it seems to me to indicate to us clearly the necessity of a definite expression in the intention.

[Mr. C. G. MacNeil.]

*By Mr. Argue:*

Q. At the next session of Parliament if the question of the number of returned soldiers employed by constituencies were asked, I am satisfied that if the soldiers employed in my constituency were asked, I am satisfied that you would get a different result.—A. Possibly, I hope so, because of our uncertainty as to how this Bill if enacted as at present drafted will work out. I wish to offer evidence as to the manner in which the present system has affected the employment of returned soldiers. It is not clear to us how this preference could be maintained with the procedure outlined in this Bill. We know, however, in the past, under section 29/A of the Act, that returned soldiers have received the full benefit of this section of the Act.

*By Hon. Mr. Calder:*

Q. We would not need evidence on that point. We will take your word for it?—A. I do not wish to mention special cases. I understand it was mentioned in the House that returned soldiers were always granted the appointments. We have been assisted with this work, particularly with regard to the appointments which have been advertised, very considerably. We list all the appointments, and we definitely follow them up, and we know whenever a qualified returned soldier was available, he was appointed. If it did not go to him there were other reasons which prevented it.

Q. As one of the executive officers of the G.W.V.A., you are quite satisfied that the law, as it has been carried out, is quite satisfactory?—A. It is administered in a perfectly proper way, I believe.

Q. There may be an odd case here and there where it has not worked out, but on the whole it has worked out very satisfactorily?—A. Very satisfactorily, and very fairly. A lot of the criticism which has arisen in this connection has arisen from ignorance of the exact meaning of the Act. There has been some confusion in regard to certain appointments, as to whether the authority for making those appointments, or the responsibility for making them, lay with the Commission or with the department. There was confusion amongst the aspirants for work in the civil service as to promotion, and also with regard to temporary employment, but very little of the criticism could be fairly directed against the procedure which had directly to do with the appointments, the permanent appointments under the Civil Service Act.

Dr. ROCHE: I am sorry that Colonel Currie is away fishing to-day, because I would like to have had him present and hear you make that statement, because I believe he is firmly convinced of the fact that the Commission is not making any permanent appointments among returned soldiers at all.

The WITNESS: We feel qualified to volunteer that statement.

*By Hon. Mr. Calder:*

Q. You have watched the interests of the returned soldiers in this regard very closely?—A. For the past two years, to the extent of having a card index of all these appointments as advertised.

Q. Would you have that statement apply not only to permanent appointments but to temporary appointments as well?—A. Temporary appointments advertised and filled through the Civil Service Commission.

Q. Taking it all around, as regards these appointments, I think the law in the vast majority of cases has been well lived up to?—A. Oh, yes, very well indeed. Very often, in regard to temporary employment and the creation of eligible lists, the returned soldier desiring employment has sent in his name, and we have had the names placed on the proper list. In the matter of rural postmasters, it should be remembered that a great deal of responsibility rests upon the Post Office Department, but where the appointment is made through the central office, the Civil Service Commission, in regard to an appointment advertised, we are very well satisfied with the Act—with

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section 39-A of the Act—that it has been fairly administered. I wish to refer also to the good intentions of the departments. If, as under the proposed Bill, many of these appointments are made upon recommendation of the department, through the Governor-in-Council, the returned soldier would hardly have the same opportunity that he now has. I have in mind a list which we recently prepared for several of the larger departments with regard to seasonal employment. I refer to the list of chief of party or assistant chief of party of the department of the Interior, Topographical Survey, and for the Geological Survey, for the Department of Mines, and the other surveys which employ a large staff of seasonal help. In almost every instance a list has been originally prepared by the department, placed before the Civil Service Commission for approval, and it goes before the Civil Service Commission. The opportunity has been very unfavourable for consideration of the recommendations. We examine all the lists very carefully with regard to the interests of the returned soldiers, and in almost every instance those lists have been amended to include a larger number of returned soldiers than was originally allowed. The department has invariably agreed to this. There has been very good co-operation, with very little friction. It simply results from the opportunity of stating more clearly and more definitely the fact that there were returned soldiers qualified and available for this work, and the department has readily acceded to the request so advanced.

*By Hon. Mr. Calder:*

Q. Do the returned men all over Canada write to you and furnish the names of the men available for work?—A. Quite a few write in to that effect, stating they are making an application to the Civil Service Commission for such-and-such an appointment.

Q. Take the seasonal men; before those appointments were made by any department you would have in your office a list of men available for that class of work?—

A. Not exactly. I would have the names of some of them, and I would merely communicate those names to the Commission, to make certain that they were listed.

Q. Those lists would show just those names which you happened to have?—

A. Yes.

Q. But you, yourself, through your central organization here, have not written to your various commands and asked them to furnish you that list?—A. Only in very exceptional cases where it appeared that there would be but three or four applications, and it was not generally known that such work was available. Then, we provide the Civil Service Commission with our mailing list, listing all of our branches, the addresses of the secretaries, and every appointment is communicated to them, and they apply to the Commission, and usually if the matter is one requiring any adjustment the Association is given representation on the Advisory Board.

Q. You are speaking there of permanent appointment. I was thinking of the seasonal appointment?—A. Well, if I may use an illustration, the appointment of Chief of Party or Assistant Chief of Party for the Topographical Surveys of the Department of the Interior. There was some trouble last year. The men who had served as Dominion Land Surveyors of the Department of the Interior before enlistment claim they were discriminated against in the matter of selection for Chief or Assistant Chief for last year's work. We made it a subject of appeal and it was a subject of more or less arbitration before the Civil Service Commissioners. The same thing arose again this year, and we again made an appeal to the Chairman of the Civil Service Commission, and he arranged that representatives of our association on behalf of the men interested, had an opportunity of meeting the Surveyor General in his presence, and the Surveyor General and the Chairman of the Civil Service Commission fully examined the views as expressed on behalf of these men, and the result was that there was a satisfactory agreement reached, but I would like to point out in this connection that the efficiency of the service was not to any extent

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impaired; all those who represented our association on such an Advisory Board were very definitely instructed that they are not to press for an appointment of any who are not fully qualified. They are to give the fullest consideration to efficient service. With regard to other similar lists great care was taken. Whatever was urged on behalf of returned soldiers, that the dilution of the number of experienced employees was not such as to hamper the efficiency of the administration of that work. I just mention that illustration to explain that particular point. With regard to the rural postmasterships, we would also petition that this be left with the Civil Service Commission, at least under legislation to make it possible to secure the appointment or provisional consideration of returned soldiers, for the reason that the duties of rural postmasters are admirably suited to the disabled men who are left with a small pension. The work is not always onerous and the remuneration is not high, but supplemented with the pension they can manage to make a decent livelihood.

*By Mr. Argue:*

Q. Take it in the rural post office throughout Saskatchewan, at a salary of probably \$60 a year, would you wish a returned soldier appointed to a position of that kind?—A. A great deal would depend on the local conditions.

*By Mr. Griesbach:*

Q. If he had a little store or something of that kind?

*By Mr. Argue:*

Q. Yes, in the farm house. We have had evidence to the effect that with rural postmasters the position of the post office would have a great deal to do with the appointment. You can understand that in a settlement where people must go and get their mail, say, unless the returned soldier is living right on the route and the person was not in the settlement or somewhere close to it you could hardly carry out the principle?—A. We have had something to do with the appointment of rural postmasters and we have always made the statement that he must be a resident of the neighbourhood. The man must have the confidence of the community. We would not urge that such appointment be made disregarding the sentiment of the people but if there is a disabled soldier in that community and his qualifications were such as that he should have an opportunity of competing for that appointment, he should have that opportunity but that he should be required to fulfil that consistent with his qualifications, including those factors. Another point in connection with manual labourers: we would request the department that the Government patronize to a fuller extent the Employment Service of Canada. In a recent arrangement we also have entered into an agreement with the Employment Service of Canada to utilize the facilities of the Employment Service and to copy their list.

*By Mr. Thompson (Yukon):*

Q. What do you mean by the Employment Service?—A. That is the joint Federal and provincial service as directed by the Director of Employment under the Employment Office Co-ordination Act.

*By Mr. Argue:*

Q. Are returned men given preference through this bureau?—A. Generally they are. For this list instructions are very definite. The Federal Government is paying 50 per cent of the maintenance of these employment bureaus throughout the various provinces wherever they are in operation and the Civil Service Commission under some experimentation has found it possible and practicable to utilize the Employment Bureau for the sake of employing that class of labour of not a very responsible

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character, and I think it has been found entirely satisfactory. The principle should be maintained, however, we believe, by the Government. It is highly essential that all employment should be taken from the Employment Service of Canada; otherwise it will be impossible for the state to control any distribution of labour and to be able to know the extent of unemployment at any point or to attempt to make any regulation of unemployment. So rather than follow the proposed procedure in this Bill we would urge that the facilities of the Employment Service be developed and more fully patronized. In the matter of promotion we have very little to say except this, that we would like promotion on merit. We would not welcome on behalf of those returned soldiers now engaged in the civil service anything but a development along the lines which are now followed by the Civil Service Commission. Personally and on behalf of those who have represented the association in this work in Ottawa we have so much petty departmental intrigue—we have seen so many suffer as a result of merely whims of departmental officials that we feel a greater effort should be made to have a definite system of meritorious promotion as is now being developed.

*By Mr. Kennedy:*

Q. You mentioned you have seen a good deal of the results of petty departmental intrigue in so far as promotions are concerned. What are you referring to?

*By Hon. Mr. Calder:*

Q. Without mentioning any department at all, without mentioning the name of the person, give us an example of what you have in mind, that is, where there has been intriguing, petty jealousies and so on. Don't mention any names but just give us an illustration if you can?—A. Of course we have a large number of complaints of that nature taken up by returned soldiers who claim they are discriminated against because they are returned soldiers.

Q. Is that under the system now prevailing?—A. I was going to point out that at the present time we have a right of appeal to the Civil Service Commission and from the Commission we have been able to secure some degree of satisfactory adjustment with regard to such complaints.

Q. Can you think of one of those complaints. I should rather go back to your original statement to give me an index, without mentioning any names, where there has been intriguing and where there has been favouritism shown?—A. There was a man approached me just a short time ago who had been employed for twelve years in one of the large departments. He enlisted and went overseas, a man of a family; he returned and he was granted his position. He failed, however, to win the favour of his chief, with the result that his duties were changed, misrepresentations were made in a set and definite way, so when his duties were considered under classification he was not given a fair deal. We, however, by appeal were able to bring all those facts to light. It was a matter of exerting no influence, but the fact that we had the opportunity of appeal to an independent body.

Q. Did you have the official concerned present at that time?—A. It was merely a matter of making representations to the Civil Service Commission. The departmental representative and the investigator of the Civil Service Commission then took it up and our views were taken into consideration by the investigator.

Q. The guilty party was not present when you made your representations?—A. Those charges are made before it and we would not consider it would be fitting for us to embarrass the administration of the department by laying any charges. Nevertheless we are aware much of this goes on.

Q. You simply made your complaint and let the Commission deal with it?—A. We simply asked that these matters be re-considered in the light of certain additional evidence which had come to our attention.

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*By Mr. Argue:*

Q. In what proportion of the cases which have been brought to your notice of this kind have you been able to get redress of satisfactory settlement?—A. Quite a large proportion. Of course, it is a joint responsibility of the Commission and the department. If the powers of the Commission with regard to promotion are as at present existing there would be still more of that going on. It particularly noticed returned soldiers because they have been away; they have lost a great deal because of several years' absence and it has been practically impossible in a large number of instances for them to gain the advantage that would otherwise have accrued to them had they had not served.

Q. You mentioned a specific case without any names, if your organization were not carrying on would your men have had any chance of getting a hearing from the Commission?—A. I have no doubt they would have. Sometimes they are not sufficiently conversant with the conditions to help them plead their case.

*By Mr. Kennedy:*

Q. That is a matter that is of a good deal of importance because it has been brought out here in evidence submitted as the opinions of a good many of the heads of branches that, in so far as promotions are concerned, the heads of branches themselves are in better position to know the qualifications of those people than is an independent body like the Civil Service Commission and that for the sake of efficiency in the service it would be better to leave the promotion within the department, in the hands of departmental heads and the deputy head of the department and take it out of the hands of the Civil Service Commission. You seem to be of the opinion that if that were done there would be as you say, to use your own expression, a good deal of petty intrigue within the departments and that promotion would not always go to the deserving party and that the present system under the Commission affords a very substantial check on anything of that kind?—A. Oh, yes, indeed.

That is your opinion?—A. Absolutely, yes. Of course, the matter of promotion is one of more general interest to merely returned soldiers. All that we ask for in the matter of returned soldiers is that the returned soldiers be not penalized on account of their absence; otherwise that they be given the same status in the service as though they had not gone. I wish to correct some impressions that have apparently been given with regard to our effort to co-operate in this matter. The statement was made I think in the House that representatives of our Association accepted fees for work on the Advisory Board. I wish to state very definitely that this is not so. We have never at any time accepted fees, nor have we accepted expenses. We have always been very glad to render those services gratuitously. There is another matter that I would like to correct. We have never at any time in representing the Association on these Boards attempted to secure appointments exclusively for our members. We have acted in this capacity more or less with the approval of other returned soldiers' organizations, and we have strictly followed the policy that we were all interested in the welfare of the returned soldier. In other words, we have been interested in this work for something like two years, and I think that the fact that there have been no serious charges laid in this regard would show that we have endeavoured to discharge whatever responsibilities have been conferred upon us as fairly as possible. That is practically all I have to say in that regard. I know that the time of the Committee has been rather fully taken up. We think that although there may be room for improvements in the present methods, we feel that this Bill does not point in the direction of improvement that is really required. At least we certainly ask that the former privileges be upheld.

*By Hon. Mr. Calder:*

Q. Is there anything that you would suggest in any way to improve the present law? Is there any point in connection with the work of the Commission that should be strengthened or altered or changed in any way with a view to improvement?—A. My

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suggestion would largely lie along the lines of administration. I have been more interested in the work of the examination branch than in any other phase of the work of the Commission. I have watched the examination branch of the Commission grow from a small nucleus of inexperienced men to an organization which to-day is certainly a credit to the Government of Canada. And they are gradually improving and developing their examination methods. From my knowledge of what they are endeavouring to do, I feel that if they are given the opportunity to continue along the line which is now being followed, there will be very little room for any criticism with regard to appointments.

Q. You are an old school teacher yourself?—A. I know something about it.

Q. You know what examinations are? It is a little outside of our work, but I would like to get your idea. Do you think too much stress, taking it all round, is laid upon written examinations?—A. No sir. Of course, there are some positions that can be filled very satisfactorily by written examinations, and in such cases the results of the examination usually determine the appointments where personality counts for a great deal. In such appointments, it has been my experience that the Civil Service Commission has not only set a written examination to ascertain the academic qualifications of the applicants, but an expert has rated the applicants with regard to educational experience. Following that, an advisory board has been called before which the applicant appears, and it can be done with almost scientific precision. Then the board proceeds to rate the applicant according to personality, at the same time giving consideration to the experience of each individual who comes up. I have seen most excellent results of such work.

Q. The opinion has been expressed frequently in the House of Commons that this method of written examination does not lead to the appointment of the right people, and sometimes members in Parliament will give examples of the questions that are asked in the examination papers and so on. Have you found in your experience that the Commission, taking it all round, does not lay very much stress on the written examination except in peculiar cases or cases of particular appointments?—A. Very little stress is now laid upon that, and it would be difficult to conceive how very much improvement could be made. I cannot see that if the matter were left to the deputy minister or the head of a particular branch—I cannot conceive how he can possibly hope to conduct the selection as efficiently or as fairly, or as much in the interests of the public, as it is now being done. I would predict that as time goes on, and this work improves, the results will be even more satisfactory than they have been in the past. That competitive feature is one that we fail to find in this Bill. There is another matter. What the intentions of the House of Commons may be, or the intentions of the department or the deputy minister or whoever may be making the appointment, it is hardly fair to the men who may be qualified and who are unable to learn of the opportunity for that work. We feel that for certain appointments in the civil service returned soldiers are fully equipped and are capable of rendering efficient service if given the opportunity to compete; and until conditions right themselves, that preference should be continued.

*By Hon. Mr. Roche:*

Q. In view of the statement which you made that you knew that some members of Parliament were rather opposed to the soldier preference, would you feel as great security, even although Bill No. 122 were to be amended, that the soldier preference would be continued? Would you feel as great security in its enforcement to as great extent in favour of the soldiers as under the present system?—A. No, because the competitive feature is eliminated.

Q. I have reference more to where it states that certain appointments shall be made in a similar manner to that which prevailed when the Act of 1918 was introduced. Of course many of those appointments were made on the recommendation of members of Parliament, and you would not have the same confidence in having the

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soldiers' preference continued by such members as those who you say have expressed themselves as opposed to the preference?—A. There are of course some. I am not here to pass judgment upon the intentions of members of the House of Commons, but without a definite provision, without the competitive feature, I feel that the returned soldiers would certainly suffer by a return to the original patronage.

Q. What I mean is, if any constituency is represented by one of those members who, you stated, have expressed themselves as opposed to the preference, and he had the nomination of appointments to those positions, would you feel as secure?—A. Oh no. Of course other considerations would determine his judgment in the matter.

Q. Another point arises. Those appointments have been made during the past two or three years. Take the rural postmasterships. Supposing the Act is amended to follow the lines of Bill No. 122, would there not be an incentive to members of Parliament who would have the nominating of postmasters in the future, to dismiss those who have been appointed during the past few years, or to recommend their dismissal?

Mr. GRIESBACH: How can he know about that?

*By Hon. Mr. Roche:*

Q. Take those returned soldiers who have been appointed: would there not be an incentive with the power of appointment placed in the hands of members, a greater incentive to dismiss them?

Hon. Mr. CALDER: The Lord help him at the next election if he did.

*By the Chairman:*

Q. Do you know of many cases where postmasters or other Government officials, without sufficient cause, have been removed on account of the Government going out of power?

Hon. Mr. ROCHE: Scores and scores.

The CHAIRMAN: I am now speaking of a constituency which I know something about, and in which I have lived under Conservative rule and under Liberal rule, and I do not know a single official occupying any Government position who has been transferred from his office unless he took his own official life in his hands. If he disobeyed the law and went out and took an active part in an election, he did that with the absolute knowledge that his head would come off. I know a few cases of that kind, but I do not know of any others. We have appointments of importance in the constituency, men in the post office and in the customs houses who were appointed by the Liberal Government, and who were retained under the Conservative Government when the Government changed. I know the reserve of what you say. I have many men in my mind during my civil life in my constituency, and I know that that is the situation there. I asked the question simply in regard to what might prevail in other constituencies.

Hon. Mr. ROCHE: My own experience of twenty-one years as a member of Parliament would lead me to believe that the statistics will show that, under both Governments, under all Governments in the past, there have been wholesale dismissals of officials including postmasters on the ground alone that they were not politically in sympathy with the powers that be.

The CHAIRMAN: Your experience has been different from mine then.

Hon. Mr. CALDER: The doctor was a Minister of the Crown as well.

Hon. Mr. ROCHE: Yes, I can speak from experience both as a member of Parliament and as a Minister of the Crown.

WITNESS: There is another point. Any change of the system would detract from the usefulness of an organization such as ours. Under the present system, in order

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to maintain the Act as it stands, and to preserve the efficiency of the Service, to protect the efficiency of the Service, we very often have to agree to the appointment to certain positions of men who are not returned soldiers and who have not the special qualifications required. We find, however, that we are able to demonstrate to those interested in those appointments that their interests have been considered, and part of our work has been to conduct just that kind of propaganda. But I hate to think of what would happen under a reversion to the old system. There would be direful results. We would have to organize patronage committees in every constituency to see that all returned soldiers were being considered. That is so far as I see it.

The CHAIRMAN: I think that is an extreme view.

*By Hon. Mr. Calder:*

Q. Let me put this view before you. It is represented by some that the administration of the public service is suffering on account of the present system, taking it as a whole, and that because the work of the departments is actually suffering under the system, some changes should be made. Take, for example, some of the illustrations that have been given. Take lighthouse-keepers, fog-horn men—the delays in making various classes of appointments. The public business is not carried on properly, rapidly or effectively. Now, General Griesbach has several times put this question to witnesses: that after all, Parliament exists not to look after the interests of any body of men or any group of men, civil servants, or even returned soldiers as a class; we are there to see that the public business is carried on, and if the law is to be amended in any respect, that is its prime object. The public business is carried on properly and rapidly, and we may as well let some other consideration weigh?—A. I agree with that.

Q. Your point would be that if you could show that public business is not being conducted properly under the present system, and that some change is necessary in the law to secure that result, then you say here should be a change?—A. We are not pressing for the returned soldier any further than would be consistent with the principles we have enunciated. We feel that in the past the degree of preference shown has not to any extent jeopardized the efficiency of the service.

Q. You take the ground that under the old law—and you must not assume the Committee is going to change that—that under the old law the public service suffered?—A. I am not going that far in my evidence. It would not be exactly my place nor the place of the organization to comment upon that; I merely wish to point out that in so far as we have observed, the system has worked satisfactorily, and that if it is working satisfactorily, and as it has shown this degree of preference, we see no reason why it should not be continued, and we feel any cause of complaint can be remedied by the development of the present system, rather than run the risk we consider is involved in Bill 122.

Witness retired.

The Committee adjourned until Monday, May 16, at 11 a.m.









SPECIAL COMMITTEE

ON

Bill No. 122

An Act To Amend The Civil  
Service Act, 1918

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Minutes of Proceedings and Evidence

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No. 11—MONDAY, MAY 16th, 1921

WITNESS:

Mr. William Foran, Secretary, Civil Service Commission, Page 335.

**SPECIAL COMMITTEE ON BILL No. 122, AN ACT TO AMEND  
THE CIVIL SERVICE ACT, 1918**

MONDAY, May 16, 1921

The Committee met at 11 o'clock, Present:—Messrs. Spinney (in the chair), Argue, Calder, Currie, Griesbach, Johnston, Scott and Thompson, 8.

Certain correspondence received, was read and referred to the sub-committee.

Messrs. Roche and Foran of the Civil Service Commission were in attendance.

Mr. Wm. Foran, Secretary of the Civil Service Commission, was called, sworn and examined.

It being 1 o'clock the Committee adjourned till 4 o'clock p.m. this day.

MONDAY, May 16, 1921.

The Committee resumed at 4 o'clock p.m. Present:—Messrs. Spinney (in the chair), Argue, Calder, Currie, Griesbach, 5.

Mr. Foran, Secretary of the Civil Service Commission, resumed his evidence; was further examined and discharged.

The Committee adjourned till 11 o'clock, Tuesday, the 17th instant. Messrs. Lafleur, Archibald and Deville to be called and examined.

E. K. SPINNEY,  
*Chairman.*



The Special Committee appointed to consider Bill No. 122, an Act to amend the Civil Service Act, 1918, met at 11 o'clock a.m., Hon. Mr. Spinney presiding.

Mr. WILLIAM FORAN, Secretary, Civil Service Commission, sworn.

*By the Chairman:*

Q. Mr. Foran's position is well known to the Members of the Committee. What suggestions will the Committee make in regard to his report? First of all, Mr. Foran, you are Secretary of the Civil Service Commission?—A. Yes. If there are no questions to be asked at this stage, I should like to open proceedings by filing replies to some of the points that were raised in the House of Commons with reference to the work of the Commission. I understood you to say that the Commission would have an opportunity of filing replies to these points.

*By Mr. Griesbach:*

Q. Are they lengthy?—A. Not very. I could either read them or swear to them and then have them incorporated in the evidence.

Mr. GRIESBACH: It would be a good idea if you would read them, because something contentious might appear in them, and we might want to ask questions.

The CHAIRMAN: I think the gentlemen who made the charges should be summoned.

WITNESS: They are really not charges, but statements with reference to the work of the Commission, to which we think it is desirable there should be some reply in the printed evidence, for this reason: that this evidence will be available, not only to the Members of the Committee, but the Members of Parliament generally. Then there are a great many people outside who are interested in this question, who will probably want to form an independent judgment on the evidence as submitted, and will ask for a copy of this evidence. If the replies of the Commission to these points are not incorporated in the evidence, they will not be available to these gentlemen.

The CHAIRMAN: There is no issue taken on that point. It is only a question whether these people who have made statements should be present to hear your replies.

The WITNESS: I will take the first statement—

*By Mr. Argue:*

Q. I would like to get clear in my mind your position. Are you a member of the Commission?—A. No.

Q. Simply the Secretary?—A. Yes.

Mr. GRIESBACH: It is desirable the statements should be read in order that the Committee, as the statement proceeds, if they think proper, may ask questions by way of cross examination. Otherwise, if the statement goes in without interruption, the Committee will lose track of what was said, and the Committee will not be aware of what is being put in. So far as the persons whose statements are now about to be rebutted are concerned, at the conclusion of Mr. Foran's examination, we might decide whether we will call the Members to make any further statement, or allow them to answer in the House, as they see fit.

The CHAIRMAN: Whatever procedure is agreeable to the Committee.

*By Mr. Griesbach:*

Q. Better read the statement?—A. Take the first point—the statement by Colonel J. Currie: Our reply to that is this; It is, of course, not a fact that the Civil Service Commission has jurisdiction over all the classes of appointments indicated by Col. Currie. Its jurisdiction, for example, does not include positions on ships, positions on the staff of the national railway system, positions in the military or naval forces, or the highly responsible positions of deputy ministers. Nor does it include the staff of the Income Tax Department nor the temporary staff of the Soldiers' Settlement Board or of the Department of Soldiers' Civil Re-establishment.

MR. GRIESBACH: We know all this. Col. Currie has found that all out in the army.

A. "Colonel J. A. Currie: It is quite true that a lot of returned soldiers have been put into the service, but so far as permanent positions are concerned the returned soldier has been passed over by the Commission. So far as the Commission is concerned, the men who are made to quit their jobs and who are thrown out of employment in Ottawa are, as everybody knows, the returned soldiers".

This statement is answered by the fact that approximately 9,000 returned soldiers have been placed in permanent positions, among these being such responsible appointments as Superintendent of Penitentiaries; Canadian Trade Commissioners at Havana, Cuba, and Glasgow, Scotland; Director of Technical Education; Secretary, Board of Pension Commissioners; and Commissioner of Commerce.

You had the secretary of the G.W.V.A. here and gave evidence with respect to the manner in which the returned soldiers' interests are looked after by the Commission.

*By Mr. Griesbach:*

Q. I think Mr. Foran should confine himself to evidence and not to advocacy at this point. That will come out later?—A. I would like to leave the list of returned soldiers appointed at salaries of \$1,500 or over. That does not include postmasters.

Q. The statement made to which Col. Currie's would be the reply is that in letting people out of employment the returned soldier is the man who is let out?—A. Our reply to that is that so far as the latter part of Col. Currie's statement is concerned qualified soldiers are retained in employment in preference to all others. This fact should be remembered by the Committee, that we have nothing to do with removals.

Q. Removals?—A. Removals from the service. If a branch of a department is to be demobilized or to be reduced in any way the department itself does that without referring to the Commission.

Q. That is an important point?—A. "Col. J. A. Currie: These gentlemen were not appointed by this Civil Service Commission that goes around feeling peoples' bumps, and seeing what they know about conic sections and differential calculus." This is an entirely wrong conception of the nature of the examinations conducted by the Commission which are essentially practical, covering the very points mentioned by Col. Currie himself with reference to the examination of officers in the Imperial army, viz.: "leadership, ability, common sense and good judgment." I think you have had sufficient evidence here in connection with all our promotions to establish the fact that we are practical in the way of examination methods and that the very factors which the Colonel emphasizes are those which are brought out in those examinations.

Q. Just on that head is there limit in your judgment to your capacity to examine people. Would you feel competent to select and promote officers for the army and Navy?—A. No, sir.

Q. For instance, if the Pope died would you feel competent to select his successor?—A. Some people think that perhaps I might be.

Q. You don't hold that view yourself?—A. No, sir.

Q. You don't think the Commission could easily extend its scope to that work?—A. No, I think you have given us enough to do as it is.

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"Col. J. A. CURRIE: For instance a young man takes a qualifying examination for a higher grade than he has and he holds the certificate and he has paid his fee. When the time comes for him to be promoted to a higher grade, I will warrant that not one-quarter of the young men like him who have passed those qualifying examinations have been promoted and that the balance of those who have been promoted have received their promotion without passing any qualifying examination whatever."

A general qualifying examination for promotion is an extremely rare thing in the service. Promotions to higher positions are made on the basis of a special examination referring to the particular position or positions in question. In every promotion made by the Commission an endeavour is made to select the best man for the position and to make certain that he is fully qualified for his new duties.

I think what the Colonel had in mind was the examination that was formerly held for the positions. That examination, of course, was done away with when the new Act was passed. There was a system of examination held under the Post office Act, but they were not competitive and the department made the promotion.

*By Mr. Currie:*

Q. That is to say, a man was tested as to his speed in distributing mail, tying up packages and everything, work in connection with operations of that sort?—A. Yes. These examinations were held by the department.

Q. What have you done to replace them?—A. There is simply a rating of the man's qualifications. They hold them now too. They would be on a competitive basis now. There would be no possibility of such a case as you have referred to under the new system.

Q. How does it come that Mr. Coolican, who was a junior inspector, was placed by you over a lot of the other men who were senior to him, efficient men also?—A. I don't know a great deal about the case of Mr. Coolican, but I understand there were ten applicants rated for that position and on the rating of these qualifications by the Commission from the department he was the highest candidate.

Q. In other words, how did that rating come to be put on Mr. Coolican? How did you come to rate him? Was he examined before you?—A. On the information which was given to us by the department about his experience, his education—

Q. In other words, it was a purely departmental promotion?—A. Very largely, because it was a matter of reorganization, that is the position was created, and I think the experts who did the reorganization did the rating also. They knew their men very well in going through the department.

Q. For instance, in that appointment the business of the office was all changed; the organization was all changed and new offices created, new high up offices as you would call them?—A. Yes.

Q. Then who took the chief office was Col. Ross. He was the oldest man in the whole service?—A. Yes.

Q. Who wanted to put young men in there?—A. I think it was desired young men should be put in those important positions because there was a complete reorganization of the department. It was the desire that a young man should be put in the position that Mr. Ross was occupying.

Q. Do you know if the deputy has any relatives in the department?—A. Dr. Coulter?

Q. Yes.—A. I could not say.

Q. I wish you would look that up. I understand he has several nephews and relatives in the department and they have been given very rapid promotion by the Civil Service Commission. Perhaps that would explain some of the promotions in the department. As far as you are concerned you have nothing to do with the promotions in the Post Office?—A. Of course we have been guided very largely in the reorganization on the advice of Dr. Coulter, Colonel Ross and other chiefs of the various branches.

Q. How is it in some of the departments you have insisted on your own way of making the appointments and in the other departments all the deputy minister had

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to say was to crook his finger?—A. I don't think that is just right. We have observed the same procedure in all the departments, that the deputy has the same opportunity to co-operate as Dr. Coulter.

Q. I understand in England the civil service competitive examination does not take into consideration any reports from the department at all?—A. I understand they have to have the efficiency ratings of these men. They must have some record of their work.

Q. Every man is reported on annually in the army. Is every man reported on annually by the department here?—A. Yes.

Q. Do you require the chief of the staff should take the man in and rate him in front of him or do you get a report?—A. He gives a report. Under the old law—we had not established our rating system under the new Act, but in the previous Act the sheet is here.

Q. We had the sheet.—A. Every three months they require to furnish an efficiency rating. That was afterwards changed to every six months, and these sheets were always consulted and inspected when a question of promotion came before the Commission.

Q. Do you insist that the officer brings the man in in front of him to rate him? For instance, I have had to rate my officers in the army and I always brought the officer in and made out the rating and asked him if that was satisfactory to him, because it was the old fair way. He should know the one above him is playing the game. I think the officer should know how he is rated. You have not insisted on that so far because we have lots of cases where they are kicking all the time?—A. That is a very important thing from the standpoint of the employee. He should know how he is rated, because he has no means of knowing how he is rated. I entirely agree with that view.

Q. Now proceed.

The CHAIRMAN: He had dealt with one or two objections before you come in, Colonel.

WITNESS:

Col. J. A. CURRIE: "The Civil Service Commission, when it wants to appoint anybody in a province, applies to the labour employment bureau".

This is not the case. The co-operative system which is working out so satisfactorily between the Commission and the various Employment Offices is not one under which the Commission applies to the Employment Office for men to be appointed. It is instead a system under which the Commission supplies the various Employment Offices throughout the country with the lists of persons who are eligible for temporary work in the civil service. The Employment Offices then keep in touch with these persons and assign them when needed to the Government offices. Such selection as is made by the Employment Office is made under the instructions and regulations of the Commission.

*By Mr. Currie:*

Q. We will discuss that with you. What are your Employment Offices in Ontario?—A. The only Employment Office so far that is co-operating or that we have asked to co-operate with us is the office in Toronto.

Q. That office is appointed by whom?—A. Those offices are all under the control of the Department of Labour here.

Q. That office in Toronto is under the control of the Ontario Government purely, appointed by them?—A. The superintendent was appointed but it is inspected regularly—

Q. But the actual control of the office is in the hands of the provincial government?—A. Our arrangement was made through the Labour Department, through the head of the Employment Branch.

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Q. The Labour Department here, I suppose, it avoids any of those unnecessary expenditures as far as possible. Now take Nova Scotia. What about Nova Scotia?—A. We have not utilized the offices there at all.

Q. I understand the employment agencies of the Government down there are utilized?—A. The representative of the department states they are permitted to take on temporary employees.

Q. What other provinces have you got agencies in?—A. We are organizing the system at Winnipeg ourselves.

Q. That is what you are organizing. What did you have for the last two years? A. We have used only a few offices with the exception of Toronto.

Q. How do you get persons appointed in the West?—A. We allow the representatives of the department to make a temporary selection. In the case of permanent employees they apply here and we have our eligible list.

Q. We would say a returned soldier in Regina wants to get on the job. What does he do?—A. He makes application here.

Q. Have you any local agency or anything there?—A. No.

Q. Have you at Moosejaw?—A. No.

Q. Any at Winnipeg?—A. No, sir.

Q. Any at Hamilton?—A. It has been brought out in evidence that we are utilizing the services of the representatives of the various departments.

Q. Have you a list of those representatives so we will know who they are?—A. I can get that list for you.

Q. Can you name any of them?—A. The district engineer, for example, of the Public Works Department in different provinces; the district engineer for the Marine and Fisheries; the representative of the post office may, where they want men for temporary employment for less than thirty days, make their own selection.

Q. What about the permanent selections?—A. They have to be made by the Commission.

Q. They all come to Ottawa?—A. Yes.

Q. As a matter of fact, when I stated you were employing provincial government agencies to get these men, I was stating what was true as far as Ontario is concerned?—A. We are co-operating with them. We furnish them the lists.

Q. I don't say you were not. I said Toronto. Now proceed further.—A.

“Col. J. A. CURRIE: A number of members know that if they recommend any person to the Commission for appointment that act simply signs the death warrant of that party with the Commission.”

“This is not a fact. The Commission gives full consideration to every letter submitted to it regarding the qualifications of any candidate, irrespective of the politics of the writer of the letter.” On that point I would like to say this: There is nothing in the Act which prevents a member of Parliament writing the Commission in connection with any matter over which it has jurisdiction. In the law of 1908, the law said members should not use political influence or they would not be appointed. That was reinserted in the law of 1918, and I think it was Dr. Sheard who objected to it and it was struck out. As a matter of fact I suppose from the time the session opens until it closes I see two or three members of Parliament every day with reference to matters over which the Commission has jurisdiction. The Commission feels members of Parliament are much in the same position as they are. If you have a constituent who wants a position he probably writes to you. There has been no interference on the part of members of Parliament in the matter because there has been cordial co-operation with members of Parliament with reference to appointments of people in their constituencies. I am sorry that is not more generally known, but I think I am safe in saying a hundred members of Parliament have come to my office in the last three years with reference to appointments or promotions in the service or to interview us with reference to matters which are assigned to us and over which we have jurisdiction; and where members have written to me taking the ground, some of them, that they are not allowed to recommend, I have written back saying that that is not so, that a

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member has as much right as any other citizen to recommend, and as a matter of fact, a member being an outstanding man in his constituency I think every weight is given to his representations on behalf of any applicant for public position.

Q. So that you are virtually back at the old game again?—A. Not at all, but we feel members of Parliament have had a great deal taken away from them by this law, and members of Parliament are competent to express opinion about applicants the same as any other citizen. I don't think it was the intention of Parliament or the most extreme Civil Service reformer to say that a member of Parliament is an outlaw under this Act.

Q. In the previous law he was.—A. In the previous law it said "any applicant who solicited a member of Parliament."

Q. That is to say if a man wrote and told me he was putting my name down as a reference, it would be objectionable?—A. If you had a Commission that was—I would use the term unreasonable, if you write under the old law and recommended an applicant for a position that would be a reason under that law to bar that man's application for further consideration, but that is not so to-day, and we have on our files such correspondence—we place them on our files in order that the members may see it. The letters are on file. Almost every appointment too contains letters from members of Parliament, and because some of these appointments are delayed it is the most natural thing in the world for applicants to ask a member what the cause of the delay is.

*By the Chairman:*

Q. Would you excuse me for interfering just now? Since the change in the Act have you had any members of Parliament taking advantage of what it assigns to them, or what right it gives them in the way of asking for appointments?—A. They don't ask for appointments.

Q. Well, recommending.—A. They simply write and say what they know about the applicant for the position. I think it is the proper thing for them to do.

Q. I think generally members of Parliament don't realize that that is one of their privileges.

*By Mr. Currie:*

Q. What attention do you pay to it? Now, I have a letter right in my pocket regarding a country postmaster, not a country postmaster; he is a country storekeeper. He has taken over this store where the post office was located up in my constituency, he is a very efficient man, a returned soldier, and he has asked me if I would recommend him for appointment. I have written back stating that under the Civil Service Act I could not ask for any of those appointments, whilst I decidedly would like to see this man get the position. You tell me that is quite within my position to ask you to appoint that man?—A. Not to ask us to make the appointment, but to write and tell us what you know about that man and why you think as a representative of the constituency that his appointment would be a good one, and probably the best one.

Q. It is only a kind of a form of quibbling and going around it that way?—A. No, I would like to emphasize this, that the very same consideration is given to your recommendation as is given to that of any other citizen of equal standing in the community.

*By Mr. Scott:*

Q. It is not for anybody to recommend a man. The Act says that shall not be. In other words, the position is if a member of Parliament writes to your Commission and sets out the qualifications of the applicant you will give his representations the consideration you would give any other?—A. Quite so; and I think perhaps of the fact that he is an outstanding man in the community a liberal additional weight would be given to it.

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*By Mr. Currie:*

Q. Were you functioning in any department of this nature before the Act came into force? You were not on the so-called Civil Service staff, the Commission staff?—A. I have been with the Commission since 1908, when the first Commission was established. Before that I was in the department of the Secretary of State.

Q. You remember how things were working in those days?—A. Yes.

Q. In those days, say a member recommended a man in a country post office, and the inspector went out and looked the man over, tested him as to his education, his writing and so forth, and if he was all right in that regard who made the appointment?—A. In all those outside appointments a man had to have some examination by the inspector in his department right on the ground invariably, and if he was all right the recommendation of the member was accepted invariably.—A. Yes.

Q. Do you do the same thing now?—A. No.

Q. How far do you go as against that method?—A. Well, we hold open competitive examinations for all positions now in the inside service; that is, these clerical positions.

Q. We have had it in evidence—supposing there is a man wanted—A. Are you speaking of outside positions?

Q. No, I am going to go into another department. Supposing there is a man in the Indian Department wanted and he has got to have some special qualifications. Now what happens, from what we understand, is that the man was put in that position temporarily, is that not right? Invariably the practice is—you have been here and heard all the evidence. You have nothing to say against that?—A. I think that practice ought to be avoided if possible, because it creates an impression outside that these things are fixed before hand.

Q. There have been so many fixed?—A. Not a great many.

Q. How many have there been in front of us where the deputy minister or officials of the department who have not practised that?—A. I know of a case in the West where there was a man temporarily in a position and he was not a returned soldier and when this position came to be filled the department rather favoured the man who was in the position because of his previous experience. He had been in the office, I think, in Regina for some years before that, and he had been sent out to take charge of this agency. He had been in this position and because of that the department desired his appointment, but the Board appointed the returned soldier.

Q. Take technical officers. You have seen that Bill that is before the House. In the matter of appointments under the clause with reference to technical officers. What benefit is it to have the Commission make those appointments over the old system?—A. The benefit of the open competition is in order that you might get the best man. I might give you one or two instances. You remember the late Thomas Owens. He was head of the Hansard here.

Q. Yes.—A. He wanted a man for his staff. Under the law he had to get him from the Civil Service Commission. Under the law he had to advertise. He said, "Of course, that is an unnecessary proceeding, because there is not any man but one man in the country fitted for the position that I know of." I said, "Very well, if that is true he will be the man who will get the appointment," and we held a competition and another man was the successful competitor, and he said, "By Jove, I didn't know that man was in the country." This man came from Charlottetown. That is one instance. Of course, there are many others where the benefit of advertising was shown. Now this man was really a better man than the man of whom Mr Owens happened to have some personal knowledge.

Q. We have had a number of deputies in here and you have heard their evidence, and their evidence all went to show that there was only perhaps in one or two cases that anybody got anything from the open competitive examination. In fact the competitive examinations of technical men, so far as that are concerned are purely camouflage.—A. No, I think that is a pretty strong statement. You mean these

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advisory boards are a species of camouflage. In the United States they used to hold written competitive examinations for their technical men, and they found by reason of that fact a great many men with experience would not apply; they objected to be subjected to a written examination when they had already attained their degree, and had what they thought in their judgment sufficient fitness for the position. The plan adopted here I think is one that commends itself to every thoughtful citizen. We have technically qualified men, men in their own profession rating these men. We find as a result of that there is no great difficulty in getting professional and technical men to apply because they feel their qualifications are going to be passed upon by men in the same line of business, by men who are competent to judge. That is the only method you can adopt in connection with those positions.

Q. The department could adopt that?—A. Yes, but the department did not adopt that method before.

Q. Now you proceed with the rest of your rebuttal and we will carry on as you go along.—A. Then another statement of Mr. Currie reads:—

“Evidence will be produced before that Committee to show that the returned soldier has not the worst of it right from the beginning. There are returned soldiers in the service who have had the necessary qualifications for three or four years and yet they have not received permanent appointments. Why? Because the Commission just keeps a screw on them, and if a soldier looks sideways he is thrown out, and another man, a follower of this Commission, who is generally a relative of one of the officials, is given the job.”

“The preference extended by law to returned soldiers has been exercised faithfully and fully and qualified returned soldiers are retained in employment in preference to all others for as long as the employment lasts.”

In connection with the returned soldier problem, I think you had evidence on Saturday by the Secretary of the Great War Veterans. I am sorry you were not here, Colonel, as I am sure you would have been satisfied that, as far as the returned soldier is concerned he has been well looked after by the Commission.

Q. Have you had to do with the appointments in the Militia Department?—A. Very little. Most of the appointments were made before we took them over.

Q. There have been a number of them made recently?—A. I think what you are referring to is the fact that a number who are there have been retained in a permanent capacity, and a number of others let out. We have absolutely nothing to do with that. It was the department itself.

Q. Why did you not butt in?—They were all civil servants?—A. We are not allowed to.

Q. That is not under your control?—A. We had nothing to do with removals. I explained before you came in that if it were decided to-morrow to demobilize a department or reduce it in any way, the department does that without reference to the Commission.

Q. You do not function there?—A. No.

Q. So that when they leave about two-thirds of the men in the department who have never seen service, and throw out a whole lot of fellows who have been in service overseas, you are not guilty of anything of that kind?—A. Absolutely not. I think you have in mind a case in the Assigned Pay and Separation Allowance Branch. There has been a good deal of feeling over the manner in which that Branch was demobilized. We have had many coming in to us. They held a meeting and decided to wait on the Commission, and the Commission was in a position to tell them they knew nothing about the matter. They were told the Commission was responsible. You know there is a disposition to blame the Commission for many things for which they are not responsible. It is a convenient way of getting rid of a lot of responsibility which the Commission took by saying “we have nothing to do with it, the Commission is responsible.”

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Q. As a matter of fact that is one of the reasons given for the Commission—so that they could unload their troubles?—A. Yes, that is part of the job, but in connection with that particular branch, I think even the Head of the Branch felt that the work would continue for some time, and suddenly he was told that, owing to some change in the estimates, it would be necessary to demobilize a good part of the staff, and the manner in which that was done we have no knowledge of, except that we have heard just exactly what you have heard, that a great many returned men were let out and civilians retained in the employ of the department.

Q. Supposing there was a man wanted two or three hundred miles out of Ottawa for something, we will say a man is required in one of the departments, you get your information from the official of the department, as you have already stated in your evidence today; he sends in the name of the man that he thinks would fill that position, say a temporary position, or a position that might lead up to a permanent position. What means have you of knowing that there may not be a returned soldier available for the job when the name of another man is sent in to you?—A. We require him to sign a declaration to the effect that there is no returned soldier available.

Q. And if there is not, of course the other fellow gets the job?—A. Yes, and if we find that any of these representatives of the department are deceiving the Commission we simply—

Q. There is a great deal of nepotism in this world. People get their relatives in office in various ways. Have you anything to guard against that?—A. Well, of course, under this system, where you have open competitive examinations, and where the law does not provide that no more than a certain number of the same family shall be in the service, there is no limit to the number of people that might get in.

*By Hon. Mr. Calder:*

Q. Is there a provision in the law to that effect?—A. There is not, I say. In the United States Civil Service Act there is a provision that no more than two members of a family shall be in a department, but it does not say "Shall be in the service generally."

*By Mr. Currie:*

Q. Do you allow more than two in the same department here, or have you any means to prevent any number of them being in?—A. No.

Q. You just let it go?—A. Yes.

Q. So that a whole family might get in?—A. Yes.

*By Mr. Scott:*

Q. If they had the merit?—A. Yes. Under your open competition for positions, that might happen, unless there is a provision in the law that no more than two members of the same family shall be employed in the Government service.

Q. Go ahead with your statement?—A. Mr. Hocken's statement reads:—

Mr. Hocken quotes the case of Mr. Roy Fraser. The following are the facts in connection with this case:—

"The position of Principal Civil Service Examiner on the staff of the Commission was advertised for public competition in November, 1920. As no permanent position existed it was intended, and so stated in the advertisement that a temporary assignment would be made in the meantime, pending appropriation for a permanent position.

"Mr. Roy Fraser was an applicant for this position. A written examination was held on December 15 at which Mr. Fraser secured a pass mark, his standing being fourth. Three returned soldiers were also successful in passing, and consequently, under the law, stood higher than Mr. Fraser on the lists. These four candidates, including Mr. Fraser, were summoned for an oral examination on January 8. One of the returned soldiers, who was especially well qualified, withdrew his application to accept an appointment with the

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Bureau of Statistics. Another returned soldier was not considered sufficiently qualified by the Board. This left the third returned soldier and Mr. Fraser as the field from which the selection was to be made. The Board did not feel disposed to say that the former was not sufficiently qualified to be given the preference extended by law, but asked that further information in this regard be secured."

*By Hon. Mr. Calder:*

Q. You are quoting from Mr. Hocken's statement?—A. No, this is our reply—

"While this information was being secured, it became evident that certain changes in the jurisdiction of the Commission might be effected at the current session of Parliament, and it was accordingly considered advisable not to make an appointment to the position in question for the present.

"The examination was subsequently completed by the establishment of an eligible list consisting of one name, that of the returned soldier referred to above, who was found to possess the minimum qualifications and was accordingly entitled to the preference awarded by law to returned soldiers. As there was only one vacancy, Mr. Fraser was not listed. The eligible list was established, however, on the understanding that no appointment was to be made for the present, and all the candidates, including Mr. Fraser, were notified to this effect."

Now I might just explain that in this way: Mr. Fraser was in the United States during the war. He came back here about a year ago. He heard of this position and applied.

*By Mr. Currie:*

Q. What was he doing over there?—A. He was in some agricultural college, drawing a very good salary, I understand, and he came back here last year. He was a candidate in this examination. Mr. Hocken states that he was a successful candidate, but he was only successful in passing the written examination.

*By Hon. Mr. Calder:*

Q. What position?—A. Principal Civil Service examiner. He was told he was successful in the written examination. That was only one part. There was then the oral examination. The best qualified man of the four men who passed the written examination was a returned soldier from New Westminster, a man who had had a very long and valuable experience in statistical work, and he was also an applicant for a position in the Bureau of Statistics which we advertised. We were very anxious to get this man because of his qualifications, and Mr. Coates pressed upon us the need of his own office, and we waived our right to take this man, and allowed him to go to the Bureau of Statistics. Had that contingency not arisen the position would have gone to this returned soldier. The next man, when he was interviewed, was not considered sufficiently qualified, and the competition narrowed itself down to Fraser and the returned soldier. One of the members of the Board representing the Department happened to know this returned soldier candidate, and the returned soldier candidate was employed in the Soldiers' Settlement Board under Colonel Innes, the agricultural expert there, and he represented that he knew this man very well, and he did not think he would get along very well in the Department. The question was asked him, "Does the returned soldier possess the minimum qualifications as required by law?" He answered that he thought so. In that case you cannot very well overlook the returned soldier simply because he thinks he cannot get along in the department.

Q. Who was the man you were asked to report upon?—A. A member of the Soldiers' Settlement Board.

Q. Who was the man who said he did not think he would get along in the department?—A. Dr. Grisdale, the Deputy Minister, did not think this man would get along very well with the department. Evidently he had some intercourse, some dealings

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with him, when he was an officer of the Soldiers' Settlement Board. I must say with reference to Mr. Fraser, when he came to see me, that the competition had reached that stage where there was a dead-lock. That was the first I saw of Fraser. He impressed me favourably, and I think he would have been a very good man, but there was just that difficulty that you could not select him in preference to the returned soldier under the law. We were anxious to get him. It was taken up with the G.W.V.A. and they desired to see if this objection to Burrows who was the other candidate, was really serious. The matter dragged on, and finally the work in the Branch began to subside. There was practically no applications from the Department of Agriculture. The staff was evidently up to full complement; so our head English examiner was leaving to take a position as Junior Trade Commissioner, and reorganization of the Branch was necessary. Mr. Bland, my assistant, who was for many years before that head English examiner, agreed, in order to effect an economy, to take charge of the Examination Branch again in addition to his regular duties as assistant Secretary. The Commission, not finding the position was necessary, decided not to make any appointment for the time being. We proceeded with the establishment of the list, and Mr. Burrows was declared successful; so that it was simply a case of giving the returned soldier what he was entitled to under the law. That being the case, I do not think Mr. Fraser has any case against the Commission. I will say this in justice to Mr. Fraser, that he did emphasize this in his interview with me, that if there was any serious objection to the returned man he thought he should get it.

*By Hon. Mr. Calder:*

Q. The returned soldier was never appointed?—A. No, for the simple reason that the position may not be necessary. We had established the eligible list, and if we require a Principal Civil Service Examiner, that eligible list is there, and he will be given the position. In the meantime he was in the position of assistant to the Fruit Commissioner, and qualified for that. He is a well qualified man and a graduate of the Ontario Agricultural College.

Mr. H. C. HOCKEN: "I am credibly informed that this Commission, against a report of a Commissioner of Customs and in spite of the recommendation made by the member for the riding, saw fit to appoint a man to the public service who had been a confirmed drunkard for fifteen years."

The person referred to above came first in the written examination for the position, and being a returned soldier and having submitted satisfactory evidence of character and habits he was appointed thereto. There is no record on the files of the Commission of a report against him by the Commissioner of Customs, nor any evidence that the member for his riding protested against the appointment.

*By Mr. Griesbach:*

Q. Were you able to identify this man by the information given?—A. We found out from the department.

Q. You have no doubt found out in the meantime, whether or whether or not he was a confirmed drunkard?—A. I understand recently he has been dismissed.

Q. He was dismissed?—A. The problem which the Civil Service Commission had to solve about the time this man was appointed was this. You might probably recall a case of a man named Pugh in London. He had a very bad prison record when he went Overseas, but he came back and passed the examination and was appointed. He got fine testimonials when he returned from reputable people in London, including the Y.M.C.A. and other organizations. He was appointed to a position, a temporary position, and when they learned of his previous record they let him out.

Q. They let him out because of his past record?—A. Yes.

Q. Not because of what he had done while he was on the job. What was his job?—A. He was in the department of Customs. He was let out by the department itself, after they had learned that he had a prison record. Now what happened.

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Q. The question arises, whether a man has a right after he was in gaol to be taken into a position? He was appointed by you because you did not know he had a prison record?—A. Yes.

Q. Was he fired by them because they found out that he had?—A. Yes.

*Hon. Mr. Calder:*

Q. Not on account of anything occurring since his appointment?—A. Because those facts were brought to the notice of the department. What happened? Instead of the department being criticised this case was taken up by the press of the country and all through the country there was the most violent criticism of the Commission. They took the ground that a man who had gone Overseas and came back with a creditable record, by reason of that fact should have his past entirely obliterated. There is something to sustain that, and we had done this very thing, and we had appointed him. Mr. Glass, the member for Middlesex, I think, was the gentleman who was interested in this particular case. I can tell you we came in for a great deal of hostile criticism, to which we were not entitled.

Q. On what ground?—A. For having removed him, and we had nothing to do with it, and the member, the press which reflects public opinion stated emphatically there was no justification for removing him.

Q. The press had the idea the Commission dismissed him when they had nothing to do with it?—A. Yes. As a matter of fact I heard one of the leading men in the House the other night say the only objection he had to the Act was that it gave the Commission too much power over removals. As a matter of fact we have nothing to do with removals.

*By Mr. Currie:*

Q. Who has to do with removals?—A. The Governor in Council.

Q. Now have you had any other cases of a similar character occurring?—A. Of this kind?

Q. Yes, where you have appointed people who have become casualties?—A. Become casualties?

Q. You understand. They have fallen down.—A. Fallen from grace before they went Overseas.

Q. Or even here?—A. No, but the Commission has been very sympathetic in respect to those men. In respect to this particular man there is not anything on the files to show he was a confirmed drunkard. There is nothing on the files to show that the department protested against him. It may be as Mr. Hocken stated that they went to the department to warn them he was a confirmed drunkard. If they had put it in a letter to us we would probably have investigated, but he had suitable testimonials.

*By Mr. Argue:*

Q. Do you not investigate those appointments before you make them?—A. We require him to furnish us with a statement of his character and habits.

*By Mr. Griesbach:*

Q. Have you still faith in the recommendations of priests and clergymen and the Y.M.C.A.?—A. I think these are given without very much consideration.

Q. Hope springs eternal in the human breast, and more so in their breasts than in anybody else?—A. I had a conversation with a member of Parliament the other day about an appointment in his constituency. He said one had formerly been in prison and the other one a bootlegger or something of that kind. I asked him the names of the men and sent for the applicants. I said "You know your men down there pretty well. Do you think these men could get recommendations from reputable citizens in the place?" He said, "No reputable citizen in the place would give them a testimonial." I just handed him the applications and he looked at them, and he said

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"Well, all I have to say is that you will never hear any more criticism from me about the Civil Service Commission." He said "When reputable citizens will give men of that stamp testimonials such as you have on the file I am losing my faith in most men." They had the finest testimonials, not from priests or clergymen or Y.M.C.A. but from prominent lawyers and doctors.

Q. To get rid of them, I suppose?—A. So you see men in all professions are inclined to be human and it was the easiest way to get rid of the men, to give them a letter.

*By Mr. Currie:*

Q. I suppose these gentlemen who give recommendations do not realize the importance you place on them, that it is the only means whereby you find out whether the man is all right or not?—A. We have evidence that some men realize the responsibility they take.

Q. But not very many?—A. Not very many.

*By Hon. Mr. Calder:*

Q. When these men submit names to you, do you write to them directly?—A. Yes.

Q. Do you impress upon them the necessity for stating the exact facts in connection with those people?—A. Yes, and we give them a guarantee that the information they furnish us will be considered as confidential.

Q. But you warn them to tell you the truth, so to speak?—A. Oh, certainly.

*By Mr. Currie:*

Q. Do you send them a sheet such as the large business firms send them?—A. Yes, we give them a sheet to fill up.

Q. You warn them, and you find out notwithstanding that they dodge their responsibility?—A. There is no question about it.

Q. Don't you think if there was real responsibility in the case of a member he would be much more careful in the selection of these people because if he was to appoint a man who was a bootlegger the public would get after him?—A. If I were in politics I think I would want to be free of that sort of thing because I think I am human. A man in public life will find it difficult to get away from giving letters to constituents if they ask for them, more so than other people, because he is representing those people and they put up a story to him about their condition in life which probably appeals to him. I can give you instances I know of where letters were simply extracted from them. They could not positively refuse.

*By Mr. Griesbach:*

Q. I think what Mr. Currie refers to is under previous conditions when a member had the responsibility. It is a different matter now?—A. If you were pressed by a man who was useful to you in elections to give an appointment to a certain man and he said "Now, that is all right. These people may say this, that and the other about that chap, and I have been helping you out in your elections. This man has been useful to me, now I think you ought to give him an appointment."

Q. Supposing an appointment had to be made up in the Colonel's district, and you wrote to him without his writing to you. You had four or five applications in for there and you wrote to him asking him as to the character of these men, would that be any help to you?—A. To write to the member?

Q. Not that he recommends the man at all. You simply write to ascertain his judgment as to the character of these men, would that be helpful to you?—A. I think so.

Q. Do you think it would be a fairly good practice to adopt?—A. There would be no objection to it at all. As a matter of fact, Mr. Calder, before you came in here we took up that very matter with reference to a statement made that this means

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"Hands off the Commission". That is simply a popular fallacy, because there is no reason why a member should not come to the Commission if he wishes to. I have two or three members every day from the opening to the closing of the session.

Mr. CURRIE: This is all news to Mr. Calder and it was all news to me.

*By Hon. Mr. Calder:*

Q. I have kept absolutely away from it because I always felt that if I said anything, if I even wrote to them about anybody that that party would have the last chance in the world to get a position?—A. That impression arises from a clause which was included in the Act of 1908, but was removed in 1913. The question was raised as to who their majesties, the Civil Service Commission were that nobody could go and see them about an appointment, and the Minister in charge of the Bill simply said, "Well, if you think that is not a wise provision you can leave it out." That was done.

Q. This is the provision. Sections 41 and 42. This is the law of 1908. This is not the present law?—A. No.

Q. As a matter of fact at the present time the Commission does not object to members of Parliament making representations?—A. Certainly not, why should they?

Q. Mr. Foran told me, just before you came in, much to my astonishment that over the last year hundreds of members of Parliament made recommendations for those appointments and he was very glad to get them and I said we were going back to the old stand?—A. Mr. Scott, has been in to my office with reference to applications for appointments in his constituency. He is not trying to influence the Commission but to tell us of a case about the men making application, and what he knows about a possible appointment in his constituency.

Mr. SCOTT: If he thinks I have any inside knowledge or my representations are worth while he will consider my representations the same as he would from anyone else. I confess it is only fair for me to say that that is the viewpoint that I have had of the work of the Commission. I have come before them from time to time, but just in that way, not to demand anything but simply to give them information and I might state that any representations that I have made to the Civil Service Commission have been received in the proper way. I never felt there was any discrimination against me at all.

Hon. Mr. CALDER: And you never felt you were exercising any undue influence?

Mr. SCOTT: Not at all.

Hon. Mr. CALDER: You did not want to exercise any undue influence.

Mr. SCOTT: Not at all; only perhaps I might have a better way of getting information for the Commission than anyone else and I have tried to present that information in a way that would appeal to the Commission, as being fair and unbiased. I must say it has always been fairly received.

Mr. CURRIE: I might say for the benefit of the Committee that I have had experience under the old regime as well as under the new, and under the old regime there were hardly any appointments but there were two or three applicants for them, and that in most instances they applied direct to the department, and gave me as their reference, and I sat in the Post Office Department and Customs Department and another department and discussed the various applications with the Deputy Minister, and the only thing I did was to give them a description as to who the parties were, whether they were bootleggers as referred to, or to point out in my opinion who were the best men. Furthermore I have had occasion when a man was put in a technical position and he was there for three years in that position and two years he fell down on the job. When the department told me what happened I had no hesitation in the world, although he was one of my chief officers in several elections, in recommending his dismissal and he was dismissed. He was warned by me if he did not make good he would be dismissed and he was dismissed; and I think taking it on the whole there is a

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wrong impression in the mind of the public as to the qualities of a member of Parliament. It has been the policy of late years of all the press—not all the press but a great majority of the press and of the public that a member of Parliament is a kind of worm and has no standing in society, or in any place in public life, that he is spineless and that he is next door to a crook. My experience of public men extends over many years and when you come to size him up—you take a member of Parliament out of a riding and you won't find three men in that whole riding of more sterling worth and more desirous of progress and more desirous of seeing the country progress. There has been a deadset lately by hotel-keepers against members of Parliament—

Mr. JOHNSTON: And the farmers.

Mr. CURRIE: They are crusaders, and this Commission to my mind is the victim of that crusade. Largely it is not the personnel of the Commission. It is the system, whether we are justified, in face of all this enormous taxation we have passed, extending up to the expenditure of something like half a million dollars, in order that we might throw some mud at members of Parliament. That is my view.

WITNESS: I am glad to hear you speak in that way because I don't know any department of the Civil Service that is more severely criticized or more generally misrepresented than the Civil Service Commission.

*By Mr. Currie:*

Q. There is only one department of all the Civil Service that is possibly criticized more than the Civil Service Commission and that is the House of Commons.

WITNESS: This Commission, as you have pointed out, is really a creation of this movement with reference to patronage. The severest critic from what I have heard of what is known of the patronage system is a member of Parliament himself.

Q. A few of them?—A. The political parties of this country have always considered the Civil Service Commission a safe thing to go to the country on and parties have been forced by public opinion to adopt this method of appointment. When the Act of 1908 was passed, as soon as it was in full operation regarding the inside service it was urged that it should be extended to the outside. You remember that time. The leader of the Opposition said he thought the time was then to take in the whole service.

Q. Just while you are on that subject: you functioned with the Civil Service from 1908 on?—A. Yes.

Q. You had to rub shoulders with a great many members of parliament?—A. Yes.

Q. If we take it on the whole you would know them just about as good as the members who are doing the recommending now?—A. I might say I have had no quarrel with the average member of Parliament or they with myself with reference to any matters coming before me as an official of the Government.

Q. There was nothing wrong with the way in which you were handling the inside service in 1908?—A. The scheme of examinations was not very good.

Q. You have improved that?—A. We have improved that.

Q. But this outside service has thrown on your shoulders tremendous responsibility and has subjected the service to an enormous amount of criticism, much of which is not justified and you are a convenient target; when the department does something wrong they throw it on you. As they have said you are a kind of a shield for the protection of somebody and you have to get the dints in you and not somebody else?—A. Yes.

*By Mr. Thompson:*

Q. When the first Civil Service Act was passed what were the means of giving effect to it? Was there a Civil Service Commission appointed then?—A. There was a Civil Service Commission appointed on the first of September, 1908. It was a Commission of two at that time. I was selected by those two gentlemen as secretary

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of the Commission because of the fact that in years before that I was secretary to the Board of Civil Service Examiners and knew something about examinations of the employees end of the public service.

Q. It was Sir Wilfrid Laurier's Department? He was a man of great experience and a humane man?—A. Yes, very.

Q. And you found that system worked pretty well as far as the inside service was concerned. There was not as much criticism as there is now?—A. No, there was a whole lot of other things. The appointments to the Civil Service were largely clerical. Technical men were appointed under a section known as section 21, under the nomination of the department and the outside service was still under patronage and there were a great many appointed in the inside service. If an employee's salary was paid out of a vote for outside purposes, although the work might be done here at Ottawa he could be put on without reference to the Civil Service Commission.

*By Hon. Mr. Calder:*

Q. There was a pretty large number of those?—A. They were increasing all the time, so the thing was going merrily along and the Commission was not being bothered and consequently it was not coming in for a great deal of criticism.

*By Mr. Griesbach:*

Q. I never heard of it as a matter of fact. I hear of it now for the first time. I had the patronage of the district from 1911 onwards, but I never heard about the Commission doing anything to anybody?—A. There were no offices of the inside service in your constituency. They were all outside offices.

*By Mr. Currie:*

Q. You know something about the United States and you know something about Great Britain in a general way?—A. Yes.

Q. You know the war brought tremendous pressure on the service there?—A. Yes.

Q. And the Commission had to go out and find the best men they could get and such things?—A. It is done here too.

Q. As far as really getting the honest-to-God best men in any emergency it takes more than the Civil Service Commission to function. For instance, Geddes was not a product of the Commission, or Horne, or any of these big men that are in charge of things over there. They had to go out and get them from various walks of life, because they found the department was kind of slow because those fellows who were sharpening pencils and cutting tape were not the people who could fill the position.—A. We get very often men in connection with our War Department here come much in the same way. You are talking about conditions in war time.

Q. War time is the real test of really anything?—A. It breaks down a lot of this—

Q. Say you now go on again and see what particular criticism we have to offer. We will get along together fine.

Mr. J. W. EDWARDS: "I asked a certain question in regard to an appointment made some time ago in Paris, when it was made, whether by competitive examination, the salary paid, and how many persons competed. In due time the question was answered by the Civil Service Commission. It gave a list of some ten or twelve persons who had been applicants for the position, it stated the date when the competitive examination was held, and it also gave the name of the person holding the office, and the date of his appointment. That date was just seventeen months prior to the holding of the examination! That is very clear evidence, it seems to me, that things are not working as smoothly and properly as some hon. gentlemen would make us believe."

In connection with this appointment the following explanation is made: "In August, 1919, the Hon. Philippe Roy, the Commissioner General for Canada in France, wrote the Commission to the effect that, having found the need of some extra assistance in his office, and having discussed the matter with the Rt. Hon. Sir

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Robert Borden and the Rt. Hon. Sir Geo. Foster, he had placed therein Lieut. G. A. Langlois, who had been found specially suited for the work. At a latter date, Mr. Langlois having continued to give satisfactory service, the Hon. Mr. Roy asked that his permanance in this position be confirmed. The law, however, required that permanent appointments to such positions could only be made after open competition, and the position was accordingly advertised. Mr. Roy then asked that the actual selection be deferred until he could discuss the matter with the Commission on his approaching visit to Canada. This was done and, as a result of the examination, Mr. Langlois was selected as the successful candidate.

The service was not held up in any way by the delay which occurred. It occurred really on the request of Hon. Phillippe Roy. He wanted to consult us with reference as to the character of the examination.

Q. To see that it would be sure to get the man in?—A. No, the man would not have got it if he had not been considered the best qualified.

Q. I think you must acknowledge that as far as qualifying people away in those far off departments it is a difficult thing for your Commission to handle that thing successfully.—A. I think the Commission has recognized that not only regarding positions in foreign countries, but with regard to positions in a certain number of positions in the civil service here. They had an Order in Council passed exempting all positions where the salary was less than \$200. There was a suggestion that that amount of salary should be increased, and smaller positions exempted and that is under the consideration of the Commission at the present time.

*By Hon. Mr. Calder:*

Q. In connection with the foreign appointment I presume after this all came into force the Commission felt it had to carry out the law?—A. Absolutely.

Q. But as a result of your experience for a year or two do you not think that all the clerical positions at least in foreign countries might be exempted from the Commission?—A. Yes, sir.

*By Mr. Griesbach:*

Q. What steps will you take to get that done now?—A. We will have an Order in Council passed under section 38-A of the Civil Service Act.

Q. You are going to get, do you say?—A. Yes, sir. You know we have had so much to do, General, we have not had time to prepare what we regard as a reasonable exemption list. There is no Civil Service Commission in any country who has not got this exemption list. There are necessary positions in the service which do not lend themselves to competition where the head of the department should have the right to select. That is admitted by all civil service reformers, and that is one of the duties of the Commission, but we have never been able to get to that, we have had so much to do with the re-classification and other work on us from time to time.

Q. Parliament, whether rightly or wrongly, cast upon the Commission the responsibility of making all appointments, did it not?—A. Yes.

Q. There were no exemptions under the law for the exemption of boatmen, if I remember rightly?—A. When that Bill was presented to the House of Commons and adopted by the House of Commons, there was not a provision in it which would permit the Commission to exempt and it was only when the Bill was sent to a sub-committee of the Senate that Senator Ross said there may be a position now and again the Commission could not fill. How are you going to fill that? That was the time that clause gave the Commission power of exemption with the approval of the Governor-in-Council, such positions as they reported could not be properly filled under the provisions of the Act.

Q. Under the law itself, as I understand the evidence, there is only one exemption in the law and that is with relation to men on board ships?—A. And railways.

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Q. And railways. You have been operating under that law for a period of about two years. Do you not think after the experience you have had during those two years that the Commission might sit down with the deputy minister of these departments and consider the whole situation from that angle?—A. I have no hesitation in saying, Mr. Calder, that that would be the proper procedure to follow.

Q. And you have never had any experience of that character?—A. We have not reached that. We have not even completed our classification, and we have been so absorbed in that work that we have not had time to deal with a great many problems in connection with the Commission.

*By Mr. Scott:*

Q. Does Mr. Calder suggest the heads of the departments decide it would be in the public interest that certain positions be exempted from the operations of the Act and no further legislation required?—A. Order in Council.

*By Mr. Currie:*

Q. In other words, an Order in Council would put the whole situation under the old system?—A. It would come on the recommendation of the Commission, but not without the recommendation of the Commission.

*By Mr. Griesbach:*

Q. Is there any possibility of doing that?

Hon. Mr. ROCHE: We would have to certify to the Governor in Council it was impracticable to fill it.

Mr. GRIESBACH: That is why it was necessary for Parliament to bring in the Bill.

Hon. Mr. CALDER: Will some person read that section again. It is very material

“Except as herein otherwise provided, and except in the case of commissioners and other members of any royal or other commission or board and deputy heads, appointments to position in the civil service shall be by competitive examination which shall be of such a nature as will determine the qualifications of candidates for the particular positions to which they are to be appointed, and shall be held by the Commission in accordance with regulations to be made by the Commission and approved by the Governor in Council. Except as to the Inside Service and commissions and boards at Ottawa or elsewhere, all appointments to any positions in any province, shall, as far as practicable, be made from bona fide residents of such province. (1908, s. 13).

“Provided, however, that the provisions of this Act shall not apply to positions in connection with the Government railways or any railway owned or controlled by His Majesty, or to any position on any ship of His Majesty until the Governor in Council otherwise directs, and the Governor in Council shall have power to make this Act apply in whole or in part to any of the said positions. Provided, also, that in any case where the Commission decides that it is not practicable to apply this Act to any position or positions, the Commission, with the approval of the Governor in Council, may make such regulations as are deemed advisable, prescribing how such position or positions are to be dealt with. (New.)”

Hon. Mr. CALDER: It seems to me if the idea is to be carried out, it is not a question as to whether it is practical: you should go further than that; it should be in the public interest.

Mr. CURRIE: That is it.

Hon. Mr. CALDER: Provided that, if it is not practicable or in the public interest, in the administration of public affairs, that he should be exempt.

Mr. CURRIE: The interests of the public service.

[Mr. William Foran.]



*By Hon. Mr. Calder:*

Q. Take these canoe men that they have in connection with the service. Now, it is practicable, you could make those appointments, you could have an army of men in the field directly under your authority, who could go out in connection with all these survey parties, and actually make the appointment; it is practicable?—A. That would be rather a strange interpretation.

Q. Don't you think that section in the law should be amended, where the Committee decided it is not in the public interest itself they should deal with certain classes of men—that that might be amended—

Mr. GRIESBACH: For instance, stenographer to the Canadian Fruit Commissioner at Ottawa. We had evidence on that the other day. There it might be in the public interest that it was not desirable the Commission should function there.

Hon. Mr. CALDER: It would be practicable if you created the machinery, and if you were prepared to meet the expenditure.

The WITNESS: I think Dr. Roche, the Chairman, stated the other day that experience has shown that some changes are necessary, and some exemptions must be made if you are going to have this law respected by public men and the public generally, because if you point out the procedure that is followed with reference to certain appointments, I think that the public feel that we are going to extremes.

*By Hon. Mr. Calder:*

Q. After all there are two things to be taken into consideration in my judgment; first the elimination of patronage. We will all agree on that, and the second is the proper administration of public business. If the elimination of patronage to the fullest extent all along the line is going to interfere with the conduct of public business, then it seems to me the conduct of public business is the first consideration, and it is not merely the elimination of patronage; there are two chief factors to be taken into consideration. The one is the elimination of patronage, and the other is that in carrying out that idea you must not carry it to the extent that it is going to interfere with the proper conduct of public business?—A. Well, of course the methods they adopted in my judgment are the very best that could possibly have been adopted under the system.

*By Mr. Currie:*

Q. Under the law?—A. Under the law, and that is what the Commission is principally interested in.

Q. There is no question but that we have encountered very many difficulties under the law, and if you had to make the law you would have made it a little different; is that not so?—A. I think if you were to ask the Commission to go over that law again they would suggest some changes.

Q. There is one point where I think the Commission has taken a little bit of a wrong attitude. You know we members of Parliament are getting a little bit jealous of our privileges and prerogatives which have been handed down to us for many centuries, and we admit it is one of our prerogatives to amend the law, just to suit the country—not the Commission—and we have now done that. We have brought in an Act to do that, and we are examining the Commission largely, not on their sins of omission, but to find out whether this Act will be one that will be justified. We have to justify it before the House. You have gone over the Act and see the clauses of the Act which we propose to exempt from the Commission. Have you the Act there?—A. Yes.

Hon. Mr. CALDER: You open up an entirely different subject.

*By Mr. Griesbach:*

Q. I want to follow up the evidence. You have reached a certain point. At the outset of your evidence you said there were three departments which had been

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removed from the operation of the Act. What were they?—A. There were two removed; that is the Soldiers' Settlement Board, and the Department of Soldiers' Civil Re-establishment.

Q. How did that removal come about?—A. Under this section I have just read.

Q. From your initiation?—A. Yes.

Q. Why did you initiate that?—A. Because as you remember, General, the Department of Soldiers' Civil Re-establishment simply cropped up over night. Their needs were so great and the department increased so rapidly that it was impossible for us to keep pace with their requirements and at the same time observe the provisions of this Act.

Q. And in addition they had to act very rapidly?—A. That is what I say. They increased so rapidly, and their requirements were so great that it was impossible for us to keep pace with them and at the same time observe the law. Then it was a temporary department. The position of the deputy minister was that he wanted no permanent appointments to his department until they were in a position to determine what would be the normal establishment of the department.

Q. By conference between yourselves and those two departments you made this recommendation, and the Order in Council was passed, and that is the end of it?—A. Yes.

Q. You have made some study of the English Civil Service Act and the policy thereunder, and the American Civil Service Act and our Civil Service Act and the policy thereunder. To what extent do these three policies march together?

Mr. CURRIE: I do not think that has much reference to this Bill.

Mr. GRIESBACH: Yes, in examination, promotion and transfer, and final dismissal—that is going through the whole bill of fare—to what extent do these three sets of policies, or three laws, or three Acts march together?

*By Hon. Mr. Calder:*

Q. Let me put it in another way. Have we not gone, very much further than they have in either Great Britain or the United States?—A. Yes.

Q. I notice for example—some person mentioned it, or it was mentioned in the House—that just recently the President of the United States decided that any class of postmasters should come under the operation of the Civil Service Act, that all classes, right down to the country postmaster, are under it?—A. Yes, of course the United States is a big country, and they have a tremendous service. They have built it up by degrees. They have a classified service, and the postmasters are divided into classes, and they put them in by groups.

Q. With us we put the whole thing in?—A. They put them in and take them out to suit themselves, but I do not know the new president has put another group in.

*By Mr. Griesbach:*

Q. There are certain stages in the appointment of a civil servant, beginning with classification, then examination, then appointment and then promotion. That finished it. There is classification, examination, appointment and promotion; that your commission does?—A. Yes.

Q. Do they do that in England?—A. We were guided very largely by what they did in England in the Act of 1908.

Q. Do they go that far in England?—A. Not quite that far.

Q. Or in the States?—A. In some respects further, and others not quite so far; in promotions they do not go that far.

Q. You say we have gone beyond the three countries in the functions we have given our Civil Service Commission under our Act?—A. If your idea is to make the Civil Service Commission what it should be, certainly you have framed an excellent Act, and the methods we have been developing under that are somewhat better I think than in England and the United States.

[Mr. William Foran.]

Q. As a matter of fact we have in Canada gone, in these four functions, far beyond what they have done in England?—A. Yes. I would not say far beyond. We have gone beyond what they have done.

Q. We have gone beyond what they have done in the States also? United States are trying to keep pace with us. They are having a classification there. We are setting the pace for some of them.

Q. You admit we lead them?—A. We have as good an Act if not better than either of them.

Q. I am not talking about that, but as far as the law is concerned, as far as the policy is concerned—

Mr. CURRIE: For instance, don't you think there is only one thing left for you, namely to get the appointment of members of Parliament, and that would settle it—or ministers?

*By Hon. Mr. Calder:*

Q. Mr. Griesbach asks a question relating to our whole system of appointments, classification, promotion, and fixing of salaries and all that sort of thing?—A. I think I can answer that, that there is no commission operating to-day in any country that has the same power with reference to all these matters as the present Civil Service Commission of Canada.

Q. What I had in mind was this: as to whether or not we had not gone very much further than both these countries as to the classes of employees that are brought under our law?—A. Yes, because you put them all under the commission at once. You did not give us a chance to build it up by degrees.

*By Mr. Thompson:*

Q. How long has the Civil Service Commission been functioning in England?—A. I think the first Civil Service Commission was appointed in 1851.

Dr. ROCHE: 1859 I think.

*By Hon. Mr. Calder:*

Q. For example, under the British law there is still power with the department or the Treasury Board, or the King-in-Council to make certain professional and technical appointments; that power still rests outside of their Civil Service Commission if they desire to exercise it?—A. These technical appointments are made much in the same way as they were. Under the provisions of the Act of 1908 in this country by nomination by the department and certificates by the commission.

Q. Have you any evidence as to the extent to which that power is exercised outside of the commission, in Great Britain. Have you any facts or any information at all?—A. No, I have not.

Q. You do not know whether that power is frequently exercised by the department of the Treasury Board?—A. I think it is, yes.

*By Mr. Currie:*

Q. As a matter of fact, is not the commission over there largely an examining body?—A. It was for years.

Q. And the appointing was simply clerks; the appointment of all heads of departments, and things of that kind rested with the King-in-Council?—A. It was an examining body at the outset; up to a few years ago it was nothing but an examining body.

*By Mr. Thompson:*

Q. Is it not true that under this Act we have gone further at one fell swoop than the English people have done in their Act over fifty years?—A. Yes, I think we have gone a step further. We of course benefited by their experience and the experience of the United States.



*By Hon. Mr. Calder:*

Q. I have never read the American law, but in that law do they not set out the exemptions, or do they simply name the classes the commission has to deal with?—

A. They name the classes and the exemptions.

Hon. Mr. CALDER: Could we get a copy of that Act now?

Mr. CURRIE: I think it would be in the library.

WITNESS: You will probably want me this afternoon. I could have it here and we could go over it.

*By Hon. Mr. Calder:*

Q. You were dealing with some statement?—A. This is some of the evidence with reference to the points raised in the debate.

“Mr. J. W. EDWARDS: Two or three years ago a little dredging was being done along that part of the Rideau canal which runs through my constituency. The work was only to last for two or three weeks and they wanted a few labourers. What happened? They had to apply to the Civil Service Commission in Ottawa to appoint three or four men to act as labourers on that work for two or three weeks. Can you imagine anything more ridiculous? How did they know whom to appoint? How did they find out? They wrote to the postmaster or to some other person living in that locality and asked him to send the names of two or three men. Who was distributing the patronage? The one man in that locality who suggested the three or four names. What responsibility did he have? None whatever.

“The above procedure is the exact opposite to what really happens in such cases. When labourers are required for less than thirty days the Civil Service Act provides that they may be taken on by the department without reference to the commission, and even where such employees are required for more than thirty days the commission grants local selection to the department unless there are on the eligible lists persons who are available and qualified for such employment.

“Mr. H. B. MORPHY: I am informed on excellent authority that the commission undertook to institute an organization for steam boiler inspection at Toronto, and, after much deliberation, the commission recommended three men, named Evans, Stewart and Arnold, for the purpose. Now, Evans at the time had been placed on the retired list; Stewart was said to be incompetent; and Arnold had been dead for about six months.

“The facts in this case are somewhat different from the above statement.

“When the work of classification was undertaken, each employee in the service was asked to fill in a card showing the duties of the position which he occupied. These positions were then classified upon the basis of duties involved. The classification lists, as issued some time later, showed the names of the incumbents of the positions at the time the original classification cards were sent in, though these incumbents might have been changed by death, resignation, transfer, etc., in the meantime.

“Mr. H. B. MORPHY: ‘A’ wrote an examination for inspector of immigration in June, 1920, and passed fourth highest in all Canada. Observe, this was in June, 1920. Last week he heard that five appointments were to be made. He made inquiry of the commission and was told that he must know the French language. He replied: ‘I do; I understand it almost perfectly.’ He got past that point; he told them: ‘My papers show that I understand that language. If you had read my papers you would have seen that I understand the French language.’ They then told him that he should see some one else on the staff,—it is a sort of repetition of the story told by the hon. member for Toronto West (Mr. Hocken), another case of passing the buck. He went to this other Mr. So-and-so, who told him: ‘Well, you know, we must fill these positions with returned soldiers.’ Well, this gentleman replied: ‘I went over early in the war and did not return until after the armistice, and my papers show that fact too.’ Now, I say that these two cases show lack of consideration, lack of knowledge, lack of proper

[Mr. William Foran.]

manner, lack of capacity; they demonstrate that the work is too big and too extensive to be allotted to any single board at least until the Inside Service has been under way for years, and has been properly crystallized, and until efficiency is secured in regard to the public service.

"The gentleman who was apparently referred to in the above statement was a successful candidate at the examination for Immigration Inspector held in July, 1920. He stands twenty-ninth on the general list for the whole Dominion, but stands fourth in order of merit for the Ottawa district. The appointments which are referred to are appointments on the staff at Quebec, and for such appointments the Act specifies that selections must be made, if possible, from the district in which the vacancy occurs. This is the reason why the gentleman in question was not offered one of the positions of which he had heard."

*By Mr. Currie:*

Q. Why do you put your district limitation in there?—A. The law requires it.

Q. In that case I want to ask you this: Young men make application to you and they are told they have to send in their credentials and pass examinations and there are a great many examinations being held constantly by your commission. What is the utility of these examinations? Supposing I am a clerk; I come up and take your so-called examination. I am supposed to do that, when I even apply for the position under your commission. What use is that examination? You charge a fee for them?—A. Yes.

Q. How much do you get a year for those examinations in fees for positions that are no good to them?—A. If they pass they get positions. Every man that is on the eligible list gets a position. For example, we have between three thousand and thirty-five hundred candidates writing in our general clerical examinations last fall.

*By Mr. Griesbach:*

Q. How many?—A. Between 3,000 and 3,500.

Q. What is the fee?—A. \$4, but not to returned soldiers, about thirty-five of those who took the examinations passed. Of course there is a good deal of expense connected with those examinations.

Q. They have to travel to the place where they take the examinations?—A. Some of them.

Q. And they have the delusion if they get through their examination they are going to be appointed?—A. It is not a delusion, it is a certainty, because they will get appointed.

*By the Chairman:*

Q. You say 3,500 applications. What percentage of those 3,500 received appointments?—A. I said we advertised an examination for clerical positions last year. I am going to give the members of Parliament, the gentlemen who are here, the notice of our examinations, which are coming on in May. This is the notice of a similar examination to be held in the month of May. We have over 2,000 candidates now to write on those examinations.

Q. Those examinations may be made regardless of any openings?—A. To establish eligible lists, to fill the positions specified in this notice.

Q. You had certain openings you wanted classified and you wanted to discover if those applicants were qualified. How many positions had you to offer at that time when you received the notification of this number of people who wanted to qualify?—A. We don't require the department to report their requirements. We simply hold examinations as we find our lists require us to do so. We now establish eligible lists for every class of employment in the service, especially the lower classes. You will see that specified there. When those lists are exhausted we hold another examination and establish new lists.

[Mr. William Foran.]

Q. For imaginary positions?—A. We are in position to estimate approximately the number of vacancies but the examinations are not held for a stated number of positions. They are held for the purpose of establishing eligible lists and candidates getting certain percentages are put on the eligible lists, and until that eligible list is exhausted no other examination is held.

Q. I wanted to know out of those 3,500 applicants at \$4 each, how many positions are available for the people who take examinations?—A. I could give you the exact figures, but I imagine most of those who were successful have since received appointments.

Q. Without further examination?—A. Oh, yes.

*By Mr. Currie:*

Q. Here is a junior clerk, group 1, \$600 per annum. Then you come down to group 2, clerk \$960 per annum, clerk-bookkeeper \$1,020 per annum. Suppose a young man comes up and takes that examination for clerk-bookkeeper at \$1,020 per annum and you have an opening in the department for a junior clerk and he goes in as a junior clerk; a vacancy occurs in that department for a clerk-bookkeeper, do you promote the clerk because he has the qualifications?—A. If he is put in as a junior clerk we would likely put him in in a temporary position because he is qualified for a permanent position. We give him a job in the position if he is qualified.

Q. In other words he is only drawing \$600?—A. If he wanted to get employment, right away. That is only done as a temporary expedient, but he must wait his turn for appointment. Say he is fourteen or fifteen on the list he must wait until the other thirteen are given promotion or appointment ahead of him.

Q. How does this promotion work out? That is what I have been trying to figure out. That is worse than trying to solve the problem in relation to finding how the examinations work out?—A. His line of promotion would be indicated in the classification book, and after that his promotion would be made on a promotion examination to the next higher class.

Q. But he has his qualifications. Let me put it to you in another way: Supposing a young man comes in there as junior clerk, he has his qualifications for group 1, you come along with your May examinations, and he says "I am going to try and pass that examination for clerk-bookkeeper because I think I can pass and I am young and now is the time for me to take that qualification out of the school," and he takes that examination No. 2294 and he passes at the head of the list. And he still has his position as junior clerk. Suppose there is a vacancy in the department for clerk-bookkeeper, what is his chance of getting it?—A. He gets it right away.

Q. Automatically?—A. Yes.

Q. We have had it here that there may be another senior to him in his own branch that would have an opportunity to go up and be examined by you, and they are often blanketed in?—A. Not if we are asked to fill the position by direct appointment. If a position in one class becomes vacant we have an examination. If a position becomes vacant in group 2, and they desire to fill it by a selection from the juniors we hold a promotion examination for that; but if there is nobody in the junior group in the department that is qualified they ask us to fill it from the eligible list of those who have taken the competitive examination.

Q. Suppose there is one in the group who has the qualifications for that, he gets it?—A. Yes.

Q. Automatically?—A. Yes, if he is on the list.

The CHAIRMAN: We had better suspend the examination of Mr. Foran.

Witness retired.

The Committee adjourned until 4 o'clock p.m.

[Mr. William Foran.]



Committee resumed at four o'clock.

Mr WILLIAM FORAN, examination resumed.

*By the Chairman:*

Q. Will you proceed with your report?—A. When the committee rose I had completed my statement with reference to the points raised in the debate in the House of Commons, and some members were asking questions at the time and Colonel Currie suggested we should get down to the Act itself.

Mr. CURRIE: Yes. The committee is running along apparently as if it were a motion that was referred to a committee for investigation. This is a Government Bill that has been sent to the committee, not for the purpose of killing it, but for the purpose of improving it if possible. I have sat on a great many Government Bills in my day, and that is the attitude I have always taken. If I were opposed to a Government Bill I always have the decency to go and tell the minister in charge that I had other business, and I would go away. We have been running along with the idea that we were investigating the Civil Service Commission to see if it shall live or not. That is not the idea at all. I think we should get down to the Bill to see where we are at.

Hon. Mr. CALDER: We have dealt with the question as to appointments that should be taken from under the Civil Service Commission. Probably that is the most important section. We have also dealt with promotions, as to whether they should be made by the commission, and all kinds of evidence in regard to classification, so that while we have not actually put the Bill before the witnesses, we have laid the foundation for the evidence.

Mr. CURRIE: I quite agree with that, but for about half the time we were wandering off the track defending the commission.

Hon. Mr. CALDER: I quite agree that the Bill should be placed before Mr. Foran and Dr. Roche, and let them state clause by clause what objections they have to it. Have you finished the other matter, Mr. Foran?

WITNESS: There were a number of points made by the deputies to which replies might be appropriately made, but I do not think any good purpose would be served by going over them now. I think there is sufficient evidence in to enable the committee to come to a decision. I think the Doctor dealt with most of the points.

*By Mr. Currie:*

Q. Mostly evidence of a recriminatory kind back and forth?—A. Yes, I think the evidence has been more or less conflicting as to the advisability of taking certain positions from the commission and vice versa.

*By Hon. Mr. Calder:*

Q. Sub-section 1 of section 1 of this Bill, in effect, provides for the withdrawal from the commission of certain classes of employees in the public service, this clause broadly speaking dealing with manual labourers, postmasters of certain class, and professional, scientific and technical positions?—A. I think that Dr Roche made it perfectly plain that, so far as manual labourers and rural postmasters were concerned, that was a matter entirely for the committee to decide, and that he did not see any great objection to it, if the committee thought the procedure which we have followed, and which the evidence showed was satisfactory, was too cumbersome and expensive to outweigh the advantages which the present system insures to the Government in the selection of these officers.

Q. Would you say that that is largely a cumbersome process?—A. It is quite plain the Commission can have no direct control over appointments of that character. They must necessarily depend upon the report of departmental representatives.

[Mr. William Foran.]

The only way that that could be avoided would be to set up a provincial organization, a Civil Service Organization in each province, which would be rather an expensive way of dealing with these appointments.

Q. A very large machine?—A. Yes, and the advantages, so far as the public service is concerned, to be gained by substituting that policy for the one which it now follows I do not think would justify the outlay.

Q. Would you say, in the light of all the evidence that we have had—you have heard most of it and I dare say you have read what you have not heard—that it would be advisable for the Civil Service Commission itself to take into consideration the whole situation in that regard, and come to a conclusion as to the classes of employees that might very well in the public interest be taken from the operation of the Civil Service Act?—A. I am in a position to say this: That the Commission have from time to time considered the advisability of preparing their exemption list, because in every civil service jurisdiction in the world there are exemption lists. We have never had time to devote to that work, which is important, and the necessity of it is impressed upon us from time to time by appointments which have come before us to which we did not consider it was practical to apply the Civil Service Act, and if it had not been, as I pointed out this morning, that we had this re-classification problem on our hands, I have no doubt the exemptions lists would have been in existence some time ago.

Q. If the work of the Commission reaches a point where it can take hold of that problem and deal with it in the course of the next few months they might deal with it?—A. We have a case like this pressed upon the attention of the Commission; a minister coming in finds he has to accept stenographers in his private office. There is no civil service jurisdiction in the world where the minister coming in has not the same privilege in regard to one or two stenographers or messengers that he would have with regard to his private secretary.

Q. There's a nice little point there. I want to carry on my ordinary business as a Minister of the Crown. I can only do that with a stenographer. On account of the way I carry on my correspondence, and especially my confidential correspondence, it is very important that I should know what stenographer is doing that work for me, and I should not be compelled in that regard to accept any person who happened to be sent to me?—A. They should have the same tenure of office a private secretary would have. They should be compelled to go when the Minister leaves, unless in the meantime they qualify to a permanent appointment by passing the usual examination.

Q. To put the case a little more concretely—and I am not going to ask you to reach a decision—take the case of those light-houses at isolated places where there can be no real competition, don't you think the Commission should consider whether people of that class should be exempted?—A. Dr. Roche can tell you that he practically decided, as far as such appointments are concerned, that they should be exempt, because it is impossible for us to handle them in any efficient way. It is a case where you have got to look up the men. You cannot have any competition for positions of that kind. The point which the Commission is very anxious to make clear is this: we have had this work imposed upon us. We have adopted the most practical and business-like methods, the most inexpensive methods of dealing with these appointments. If you had the same situation for example in the United States. Here is the way they do over there. If you want labourers, the labourer has got to be put to a test. I saw a test once in one of the big parks of Chicago, the West Park System of Chicago was under the Civil Service Commission, and they wanted a number of labourers, and they had these men report in a certain part of the park where they had a lot of broken stone, and they set to work to make them fill up a wheelbarrow and run it up a platform, and then they would have a doctor examine the man's heart when he got there. The foreman would take the time it took him to fill the wheelbarrow. The doctor would examine his heart to see his physical condition, and the other man would take the time, to see as to his efficiency in getting the wheelbarrow up

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in a certain time. Then they met in the rating office, and established the eligible list, and from that test the men were appointed.

Q. Do you say that is carried to an extreme?—A. Yes. I simply thought it was put on for my special benefit, but that was the way it was done.

Q. Was it the city authorities or the Federal?—A. It was for the West Park system of Chicago. As a matter of fact for charwomen they make them wash windows, say three windows in the least time and the woman who does best gets the position. In connection with their postal service for their postal porters, and things like that they have a physical test, carrying out so many bags of mail and throwing them into an express. They write them in this way. When it came to these men and we had to make those appointments we thought the best method was the one we followed and I am satisfied in that the Commission showed excellent judgment.

*By Mr. Currie:*

Q. That means so far as you are concerned, and the Bill is concerned, is there anything you can suggest in this now, except clause A? This has to go back to the House and we want to take it back as definitely as possible. What would you suggest in clause A?—A. We would have to go over a whole list to decide what should be exempt of those minor positions.

Q. Don't you think all manual labourers and everything outside?—A. That is for the general outside? I am sure if you are going to press this at the present time you should do that yourselves.

*By Hon. Mr. Calder:*

Q. This Bill only suggests manual labourers, postmasters of a certain class, professional men. There may be classes outside of that?—A. Oh, there are a great many. You take wharfingers, harbour masters, lighthouse keepers.

Q. Probably those outport men?—A. Then there are a great many appointments of different kinds.

Q. Take seasonal employees?—A. Yes.

Q. The representatives overseas in Trade Commissioners', Immigration Offices, and so on.—A. Of course, they deserve some consideration too as to the manner in which you are going to continue soldiers' preference, and all that. You want to provide safeguards—

*By Mr. Currie:*

Q. Following that up, suppose you spent several hours, you and Dr. Roche, and you heard everything discussed here and discuss amongst yourselves the additions you think ought to be made to those three lists, would that be satisfactory?—A. That would be satisfactory. I think that ought to be taken up in Committee after you have heard the evidence.

Q. You get that ready and you can hand that in to us, because our procedure will be as soon as we get through the evidence that we will take up the Bill clause by clause and we would like to have you propose the amendments to us so that we can report the Bill. Is not that right, Mr. Calder? That is the usual procedure?

Hon. Mr. CALDER: I have not reached a conclusion myself, as to which would be the preferable course. You could do one of two things. You can either set forth in the law in this Bill the exemptions that are to be made, and I conceive that would take a very considerable study, a much greater study than the Committee has been able to give to it.

Mr. CURRIE: I would think my idea would be to make it as broad as possible.

Hon. Mr. CALDER: It is just possible the wisest course to pursue is to leave the law as it stands with one exception, as I suggested this morning, that is, that section 38 should be amended so as to empower the Commission to exempt from the operations of the law certain classes of employment, not because they do not find it

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practicable to make the appointment, but because in the future you think it is desirable they should deal with these classes. I think in conclusion, to get Mr. Foran's view on it, and Dr. Roche's view on it in the light of new evidence that has come before this committee, if they realize it would be in the public interest to exempt many of those classes we have been discussing, it might be advisable instead of attempting to name them in the Bill to leave the operation in the hands of the Commission. If they don't carry out what apparently would be in the public interest in that regard, well there is another session of Parliament ahead of us.

Mr. CURRIE: I accept that, but as I look at the Bill as it stands, I have not found any objection to those three clauses here that are put in. Might I then suggest that a clause D be drafted, and such others under section so-and-so, re-enact that so that in the public interest under section so-and-so that for the benefit of the public service, section so-and-so will be put in. That will cover both points.

Hon. Mr. CALDER: With some slight modifications in the Bill as it stands. As a matter of fact to-day, so far as A is concerned, the Commission have not a great deal to do with it. It is quite true departments reported to them employees who are employed and so on, but they leave that largely to the department to select their manual labour.

Mr. CURRIE: That has been in every case here.

Hon. Mr. CALDER: So far as (b) is concerned there is a little difference in the evidence. Some suggested that the line should be drawn—postmasters in receipt of salary or commission up to a certain amount should be exempted on account of their peculiar classification. A postmaster like in the town of Galt is included in this.

Mr. CURRIE: A postmaster in one of my small towns is not.

Hon. Mr. CALDER: It might be we will have to amend (b). I think too in so far as technical and harbour officers employed in harbour masters' duties as such is very broad, and it would include almost anybody, and it would seem to me it would have to be modified or changed to define a little more closely than it does. However, I think we can agree on a number of cases like this, and I think the Commission itself would agree to it, and you can suggest which other classes, which in the judgment of the Commission should be included in the inside service. I think that would cover it.

Mr. CURRIE: How does that suit you?

WITNESS: I think that is all right.

Hon. Mr. ROCHE: Of course, Col. Currie's suggestion is that we should bring here a list of all those.

Mr. CURRIE: No, I can see that is impossible.

Hon. Mr. CALDER: I mean for retaining the Bill, the idea that is embodied in the Bill that there should be certain classes there enumerated upon which there can be agreement, and that if any further examinations are to be made then they are to be made by the commission themselves under clause so-and-so.

Mr. CURRIE: As it is now you have not got a wide enough door to make that exemption and if we put a clause in here opening the door for exemption, and we find out it is most difficult to do any particular class, we can turn it over under this Bill and let it be an exemption. I think that would simplify it.

WITNESS: Quite so.

Hon. Mr. CALDER: Will you see that clause is drafted and added in here when we go to go over the class?

Mr. CURRIE: As far as I am concerned there is nothing further I wish to take up, only I thought perhaps Mr. Mulvey was called. He is on the list.

WITNESS: There are a great many might be called if you think it is desirable.

[Mr. William Foran.]

Mr. CURRIE: I have had communications from three or four people saying, "Why don't you call Mr. Mulvey. He is a lawyer and he has had experience in the working of the department, as well as in all these departments where you don't have to have a lot of people, and I would advise to have him called as a matter of courtesy to some friends of mine. He has been put down in charge of a difficult place there."

Hon. Mr. ROCHE: If it is in connection with the Bureau and his knowledge and opinion that the committee wants in regard to the Bureau—

Mr. CURRIE: I want to know his general views. He is a man of good standing, and he is a wise lawyer.

Hon. Mr. ROCHE: Mr. Mulvey takes much the same view as Mr. Newcombe does. He wants that in his own hands, and those deputies let expressions be known pretty well and that is the reason why the correspondence no doubt has taken place with the Colonel. But if it is the Bureau you want Mr. Mulvey for I think you should have somebody else. We would want Mr. Draper to be here.

Mr. CURRIE: Mr. Mulvey is one of the best company lawyers in Canada. He has been a civil servant for twenty-five years, both in Ontario and here, and he has had a vast experience in the management of people and how the thing works out, and I have every confidence in his judgment as far as that is concerned, and he understands personally the principles underlying the whole thing. And for that reason I would like to call him and let us finish there.

Hon. Mr. ROCHE: I would like to have Mr. Hunter subpoenaed as well, if Mr. Mulvey is to come. He is a Deputy Minister of a very large department.

Hon. Mr. CALDER: What department?

Hon. Mr. ROCHE: Public Works.

Mr. CURRIE: I ran into Mr. Hunter, and from what he told me he did not want to be mixed up in the thing at all. He had so much work to do of late with the contracts going out on the estimates he did not have a minute night or day. I did not manage to have a conversation with Mr. Mulvey on this, but I think that certainly he ought to be called.

Hon. Mr. CALDER: We have had both sides here pretty well before us. If you are satisfied to let the Bill go with these amended clauses I am quite willing to call it off and let Mr. Mulvey go.

The CHAIRMAN: We have reached apparently an amicable decision with regard to the merits of this Bill. What procedure should follow the investigation? I think the time of this Committee would be wasted by hearing any further witnesses.

Hon. Mr. ROCHE: What am I to understand by an amicable agreement?

The CHAIRMAN: Certain provisions of the Bill.

Hon. Mr. CALDER: We have not reached any decision yet.

The CHAIRMAN: No, we have discussed with the secretary certain particulars of the Bill.

Hon. Mr. CALDER: Do you mean the statements made by Mr. Foran now?

The CHAIRMAN: Yes.

Hon. Mr. CALDER: Of course, we have to hear the Doctor on that also.

Hon. Mr. ROCHE: I think the committee will have to decide how they are going to report this Bill back to the Committee of the Whole, whether they are going to report it back at all, or whether they are going to report it back with or without amendment.

Mr. CURRIE: You never heard of a Government Bill not being reported back to the House. That is the next thing to want of confidence in the Government, and a great deal of this propaganda that has been going out of here is to that effect. You have had your Bill sent to the committee, and if they were not returned what would

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you think? There is too much of that attitude here. The Government must take a position and has taken its position when they brought the Bill in.

Hon. Mr. ROCHE: The Government can do what they like with the Bill as far as I am concerned.

Hon. Mr. CALDER: The suggestion was that so far as clause 1 was concerned. I asked him as to whether or not in his judgment, there would be any objection to clause 1 exempting certain classes upon which I can conceive that there will be an agreement, that they should be taken from under the jurisdiction of the commission, and that in view of this clause, it should be called to their attention that other clauses in the judgment of the commission and approved by the commission should be taken from under the jurisdiction of the commission—a general clause to that effect; and if I understood him correctly, he said he could see no objection to a clause being drafted along these lines. Now, I do not say that any agreement has been reached regarding that. He has simply stated that he could see no objection to a Bill containing provisions of that kind.

Mr. CURRIE: The Doctor says, in other language, that he thinks he has the majority of the committee with him.

Dr. ROCHE: No. If you ask my preference as to what should take place, with all due deference, I would submit my view, to amend clause 38 in accordance with Mr. Calder's suggestion.

Mr. CURRIE: That will not satisfy the House—

Mr. GRIESBACH: I want to hear Dr. Roche; let us hear what he has to say.

Mr. CURRIE: Well Mr. Chairman,—let us hear what he says.

Mr. GRIESBACH: You are doing all the talking.

Mr. ARGUE: You are not talking for the whole House, Colonel Currie, you are only one member.

Dr. ROCHE: That is all I have to say practically on that point. My preference would be to have 38-A amended in accordance with the suggestion of Mr. Calder, namely to add these words:

“Whether it is impracticable or not in the public interest”.

and leave it at that, and then in conference subsequently between the various deputies—because they do not agree themselves and it would take some time to work out what classes will have to be exempted, and that I am afraid cannot be done during this session of Parliament. The deputies are too busy and the commission is too busy, and this is going to require a great deal of consideration.

Hon. Mr. CALDER: Do you think that would be preferable to attempting to define the classes in the Bill that should be exempted?

Hon. Mr. ROCHE: To my mind you cannot do it so late in the session. But there could be incorporated in the Bill next session whatever may be agreed upon between the deputies and the commission, there could be a separate list as in the United States printed as an appendix to the Act.

Hon. Mr. CALDER: That is your idea of the best course to be pursued?

Hon. Mr. ROCHE: That is my idea.

Mr. GRIESBACH: You have sat at all the meetings of the committee and have heard all the evidence. Has your mind moved along the road to the point where you think that in the public interest some of these classes of employees might in the public interest be removed from the operation of the Civil Service Act?

Hon. Mr. ROCHE: Yes.

Mr. GRIESBACH: Your mind has moved along that line?

Hon. Mr. ROCHE: In fact, I do not know that I could not go a little further and say that so drastic a measure at one step, such as taken in taking in the whole service was too big an undertaking, and in view of my desire to have and maintain

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the best Civil Service Act in the world, I would not like to have any retrograde step unless an assurance is forthcoming that it is absolutely necessary. I know that we have a Civil Service Act that is more advanced than that in the United States, in England, or in any other country; but I am anxious to see the commission given time to work it out, and we will have more time in future to pay attention to the provisions of the Act when we get this huge undertaking of classification out of our way, as we will have it cleared up before next session.

MR. GRIESBACH: You say that as these three clauses stands, if we simply legislate upon these, agree to them and report upon them and they become law, these three classifications mentioned in the Bill are such that upon the practical application of the law to them we might find ourselves, I understand you to say, in difficulty which the Government and the commission would have to work out after Parliament has risen.

HON. MR. ROCHE: Yes. I am afraid that if the Bill passed with those three clauses worded as they are, it is going to entail a tremendous lot of difficulty between the deputies and ourselves.

MR. GRIESBACH: We come to the last practical question. It is in the mind of the commission that some time in the near future a report should come down from the commission under clause 38 recommending to the Governor in Council what classification should be withdrawn. Now then, when could the commission reach that point?

HON. MR. ROCHE: Well, it could not be done before the close of the present session of Parliament.

HON. MR. CALDER: You could not get the work finished.

HON. MR. ROCHE: No.

HON. MR. CALDER: I can quite see that, but if Parliament should close about the first of June, in three months' time you should be able to review the whole situation.

HON. MR. ROCHE: Undoubtedly.

HON. MR. CALDER: And practically agree upon an exempted list.

HON. MR. ROCHE: Yes. That would not entail waiting until next session to have it put into effect. It could be incorporated in the Act at the next session of Parliament.

MR. GRIESBACH: You could put it into effect clause by clause as you reach them?

HON. MR. ROCHE: Yes, so as to give us more latitude.

MR. CURRIE: In other words, you are not going to have anything in this Bill which the House of Commons has sent down to us; you want to have your own way.

HON. MR. ROCHE: No, Colonel.

MR. CURRIE: You want another Bill, is not that plain?

HON. MR. ROCHE: I was asked to give my opinion and I gave it.

MR. CURRIE: But do you not think that if that clause was incorporated in this Bill, it could go through now?

HON. MR. ROCHE: No, I am not in favour of the Bill as it is at present.

MR. CURRIE: You are not in favour of the Bill, and for that reason you are going to make a fight? When can we have Mr. Jameson here?

HON. MR. ROCHE: Mr. Jameson is in bed.

MR. CURRIE: What about Mr. Larochelle?

HON. MR. ROCHE: He could come at any time necessary.

MR. CURRIE: We want to hear them all on this point. It is simply a case of hostility on your part to this Bill. Parliament has passed the second reading of that Bill and

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sent it to us as a Government measure to consider. We have gone through the Bill and threshed out the whole thing, and you take a hostile attitude.

Hon. Mr. ROCHE: No.

Mr. CURRIE: Oh, yes. We have tried witnesses and members of the House of Commons here who spoke on the Bill, and now we are trying to get down to some reasonable basis on the Bill because we have to act upon it, and we cannot send back a new Bill.

Hon. Mr. CALDER: That will be for the committee to decide after we have heard all the evidence.

Mr. CURRIE: We have been trying to smooth the truth over, as it were, and see if the Doctor could not come to some agreement. He does not seem to appreciate what we are trying to do.

Mr. ARGUE: You are trying to arrive at a decision on the Bill right now.

Mr. CURRIE: I beg your pardon, I am not trying to arrive at a decision. This is what is before us—

Mr. ARGUE: You are setting down the position of the committee.

Mr. CURRIE: I am not. The minister has suggested a way out and submitted the proposition to Mr. Foran, and after considering the whole thing, Mr. Foran agreed that possibly that would be the best way. Then he submits the same proposition to Dr. Roche, who immediately takes the ground that he must have his own way, and that clause 38 is the only way in which to do it. He has taken the attitude—

Hon. Mr. CALDER: You are hardly fair. He did not say that he wanted to have his own way.

Mr. CURRIE: What will be the effect if you go under clause 38? What will then be the result? The minister in each department will be responsible virtually for the classes you are going to give them, or you will be under that clause.

Hon. Mr. ROCHE: The deputies, under my proposition, and the commission would get together and decide as to what particular positions in each department should be exempt under that clause, and then we would exempt or ask the Governor in Council to exempt them.

Mr. CURRIE: In other words, you do not want Parliament to have anything to do with it?

Hon. Mr. ROCHE: Oh yes, we would ask the Governor in Council to exempt those positions just the same as we did in the positions already exempted; then at the next session of Parliament have this included in the Act as an appendix.

Mr. CURRIE: Included, and not pass this Act at all. You are certainly going to have this Bill in the House of Commons.

Hon. Mr. ROCHE: I do not object to that.

Mr. CURRIE: All right. Don't you forget that you have a department that is costing this country half as much as the House of Commons, and these are pretty hard times. You go on enlarging and enlarging this department; it has gone on increasing. Have you not gone into the departments and interfered with the work of the deputies?

Hon. Mr. ROCHE: No.

Mr. CURRIE: Have you not reinstated people who have been dismissed or suspended?

Hon. Mr. ROCHE: No, there is no provision in the Civil Service Act to do that.

Mr. CURRIE: I understand that you have interfered. Have you not interfered with any of the departments?

Hon. Mr. ROCHE: No.

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Mr. CURRIE: I think you have. I have some evidence to show that you have.

Hon Mr. ROCHE: Your information is incorrect.

Mr. CURRIE: My information is pretty straight. You simply set yourselves up above the Government and Parliament and above everybody else. That is the general impression; that is the impression of the House of Commons, and the longer you delay in getting this thing cleared up, the worse it is going to be. I am quite satisfied that if some reasonable men had been put in to manage this Civil Service Commission, I am satisfied there would not have been any complaints about the way it is run. I am quite satisfied that if you leave it over until another Parliament or two, the whole thing will be wiped out of existence, and the country will have lost any benefit it has gained. We are trying to get some amendment of this Act, and the Government has submitted these amendments, and the supporters of the Government, with the exception of two or three, and a large number of members on the other side of the House are in favour of these amendments. This committee is going to try to do its best with the Act itself, and I am not going to be put off by any idea that some other clauses must be introduced because it suits your convenience.

Mr. GRIESBACH: I think the Prime Minister's words in speaking to this Bill are rather enlightening. My recollection is that he said that these clauses were practically in blank.

Hon. Mr. CALDER: Skelon clauses.

Mr. GRIESBACH: Yes, skeleton clauses. I do not know how much Colonel Currie knew about the Civil Service Act before this committee met, but I have learned a great deal about the operation of the Act and about the attitude of the various Deputy Ministers; and I will say at once that I have been extremely satisfied with the attitude of Dr. Roche in giving his evidence; perfectly satisfied. He has been helpful and courteous and direct, and to my mind entirely satisfactory. Even the much abused Mr. Foran has improved on acquaintance. While I have not made up my mind precisely as to what should be done, I do not like the idea of a man in Dr. Roche's position, an ex-minister of the Crown, and a man who has rendered excellent public service—I do not approve of his being 'bully-ragged'—

Mr. CURRIE: Nobody is bully-ragging him.

Mr. GRIESBACH: The truth of his statements questioned and treated with indignity. I do not approve of it. I do not think it is a good thing for the discussion, and I do not think it is a good thing to pre-judge the attitude of Parliament or the attitude of the majority of the members.

Mr. CURRIE: You sat in caucus and you know pretty well what they want.

The CHAIRMAN: As Chairman of this committee, I think I should have something to say. I think this discussion has got beyond the bounds of this committee. Your opinion of Dr. Roche, or Dr. Roche's attitude, is not entirely within the provisions of the reference to this committee. I also want to corroborate the statement made by General Griesbach that that Bill—that it was definitely stated that the provisions of that Bill were only tentative and are not in any way final.

Mr. CURRIE: I grant that, but are we not here to take up the provisions of the Bill?

The CHAIRMAN: That is a question for the committee to deal with, and I do not think any good result will follow any altercation between any member of the committee and an officer of the Civil Service Commission.

Hon. Mr. CALDER: We should not at the present time discuss our findings—as they are to be.

The WITNESS: I did not think you were doing that.

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*By Hon. Mr. Calder:*

Q. Coming back—A. Just a moment, Mr. Calder, if you will excuse me, I would like the Colonel to corroborate this too. I am not at all at variance with Dr. Roche in any opinions I have expressed. Dr. Roche is the chairman of the commission, and I am the secretary. You asked me for my views and I gave them to you. I am supported by Dr. Roche in those views, I have discussed this matter with him from time to time, and he agrees with me that there are exemptions necessary, but as to how they can be brought about, that is a question for the commission, and not for the secretary. I would not like the impression to go abroad that there was any conflict between the Doctor and myself in regard to this Bill.

Q. That is for the committee to decide?—A. Oh yes, I am not pre-judging the action of the committee. Dr. Roche had his discussion, and I do not want it to go abroad that I was expressing views that were objected to by Dr. Roche; we both expressed the same views, only he went a little farther than I did, in that he thought it should be brought about in certain ways.

Q. I asked you this question, and your answer was quite in order, and not at variance with what Dr. Roche says. I said to you that if the committee decided that clause 1 should stand—if we decided it should stand as regards certain classes of exemptions, if there would be any objection to that, and you said, no. On the other hand, you might prefer the section should not stand, just as the doctor does, but have the matter dealt with under section 38 of the law. Coming to sub-section 2, sub-section 2 deals with—perhaps I had better read sub-section 2. It reads as follows:

“Members of the public service who by this section are excepted from the Civil Service for the purposes of the provisions of the Civil Service Acts aforesaid, shall be appointed, promoted, transferred and otherwise regulated by the authority and in the manner provided before the said Acts were passed, but subject to the powers by this Act conferred upon the Governor in Council; provided that, except in the case of manual labourers, and professional, scientific and technical officers, as above described, no person appointed shall be retained in employment by this subsection unless the person appointed shall obtain within six months from the date of his appointment a certificate from the Civil Service Commission to be given with or without examination, as may be determined by the regulations of the commission, that he possessed the requisite knowledge and ability for the performance of the duties of office or employment for which he has been selected.”

Now, I asked the question that if the committee decided again—I do not say we are going to decide—but if we should decide that section 1 should stand with such modifications as the committee may think necessary,—do you see any objection to section 2?—A. The proviso there is quite unnecessary—I do not see why the commission should be called upon to examine rural postmasters, six months after they are appointed. I think it is unnecessary, and involves a great deal of additional work.

Mr. CURRIE: I think that is a hardship, myself.

The WITNESS: It is a great deal of work.

*By Hon. Mr. Calder:*

Q. Supposing we put in there, “wharfingers”—you think a man should not be required to examine these people as to their qualifications, and issue certificates to them that they are qualified?—A. No, I do not think so.

*By Mr. Currie:*

Q. You think there should be a departmental officer there instead of the Civil Service Commission?—A. I think so, looking at it from that aspect. You would have to keep up an immense staff for the purpose of examining these candidates all over the country. It is because of the nature of these positions that they do not properly

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have to lay themselves open to any test or to come under the Civil Service rules or regulations. The department satisfy themselves that they are qualified before they obtained the position, or they should never be appointed.

*By Hon. Mr. Calder:*

Q. If we exempted the clerical staff in our London office, the file clerks, the junior stenographers, and so on, the department is given power to appoint those people themselves. Under this section you would have to take some means to ascertain as to whether or not those people were qualified?—A. This refers only to postmasters.

Q. No, but I see—A. You mean by extending the exemption list?

Q. Yes.—A. That is a different thing. We would have to decide then whether it was necessary in some cases to certify to the qualifications, but it seems inconceivable to imagine that the official in charge of the London office would employ persons who were not qualified to do the work.

*By Hon. Mr. Calder:*

Q. Just finish that. Because, according to the view of some of the witnesses we might drop subsection 2 altogether. I will put that question again, that assuming for the time being that the committee decide that subsection 1 should stand, that it should be broadened to include other sections of the Act—

Mr. CURRIE: Under clause 30.

Mr. CALDER: No, subsection 2 as it now stands, all of those persons who are exempted would have to get a certificate from you as to their qualifications, with the exception of manual labourers and professional people.

The WITNESS: Well, of course that would depend entirely on the classes which are exempted. I do not think it is necessary in the case of rural postmasters.

*By Hon. Mr. Calder:*

Q. Would you agree to this, broadly, that if certain sections are exempted from the operation of the Civil Service Act, that the commission should not be required to certify as to their qualifications?—A. It depends on the classes, altogether, Mr. Calder.

Q. In other words, that is a matter which would have to be very carefully considered?—A. Yes, Sir, I think it would have to be very carefully considered.

Q. You think it would be unwise to legislate in that regard without amending that?—A. I think so.

*By Mr. Currie:*

Q. Do you think we had better drop that subsection 2 altogether?—A. As it is there now it will exempt these classes.

Q. If you passed it and dropped it altogether the thing would work itself out just as well?—A. Yes, I think so.

*By the Chairman:*

Q. What guarantee is there, then, for the protection of the service, assuming now, for argument sake, that some member of Parliament will suggest the appointment of an official to you, who is not suitable for the position. The object of putting in this clause, as I understand it, was to protect the service, and that such appointments would not be confirmed even if he was inefficient, and it was for this commission to decide as to his efficiency?—A. Mr. Chairman, you exempted from the necessity of certification by the commission two classes, manual labourers, and professional and technical men, you require us to certify as to the qualifications of postmasters, who will be appointed by the department. Now, we know from experience, before this Act came into force, that qualified men were appointed, and we know that since this Act came into force that qualified men have been appointed, and I do not see why it would

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be required to examine hundreds of rural postmasters throughout the country when the department has satisfied itself that the men are qualified, and that should be the first requisite in the case of an appointment.

*By Mr. Currie:*

Q. The inspector goes around.—A. If you leave it in the hands of the department, the inspector will accept the man who is capable of performing his duties, and if you are including any others, you are leaving out the most important service, that is the professional, scientific and technical officers. If you exempt them, you would certainly require certification. Under the 1908 law, when professional and technical positions were filled by nomination from the department, the certificate from the commission was required in all cases.

*By the Chairman:*

Q. I think the object of that was to ensure the efficiency of the service?—A. If you extend the classes of employment, I should say it would be a proper clause, but as it refers here only to rural postmasters, I think it is unnecessary. Do you agree with that, Dr. Roche?

Hon Mr. ROCHE: Yes, and besides the department is in a better position to judge by reason of the fact that they are on probation—

The WITNESS: Exactly, for six months.

*By the Chairman:*

Q. Their inspectors should have opportunity to decide as to their efficiency?

Mr. CURRIE: He goes there and trains them.

*By Hon. Mr. Calder:*

Q. That is true, Mr. Foran, that professional men are exempted—assuming that they are exempted—do you think that in their case the commission within six months could certify as to their qualifications?—A. Yes, I think the commission should be called upon to certify as to whether they are professional men or not.

Mr. CURRIE: I think there is something in that—in what you have said there. Certainly.

*By Hon. Mr. Calder:*

Q. So that feature of subsection 2—you do not agree with that. You say in subsection 2, “professional men will not be required to obtain the certification.”—A. No, that is it.

Q. You think it would?—A. Certainly.

Q. Would it apply to doctors and lawyers?—A. It did under the Act of 1908. There was no objection made under that Act to the procedure, by any of our deputy heads. We ought to be required to certify whether a man is a doctor or lawyer.

*By Mr. Griesbach:*

Q. That is provided for by his parchments, which he has. What you are called upon to certify is that he, being a lawyer, is qualified to discharge the duties given to him?—A. Quite so, but you might very often hear it said, General, that a man is in an engineering position, who is not an engineer, and I know of one case where a man, who is said to be in a legal position—we had one case of that kind—where a certain officer was called the law clerk of the department, and was reported to be a lawyer, but under investigation it was found that he was not a lawyer, although he had been in the department for years, doing legal work.

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*By Mr. Currie:*

Q. You find sometimes in the case of doctors that the same thing occurs, a great many people are called doctors now, and you might make a mistake if you wanted one kind of a doctor, in appointing another kind?—A. Yes, quite so.

Q. The United States make mistakes like that quite frequently?—A. Yes.

*By Hon. Mr. Calder:*

Q. Taking section 2 of the Bill, which relates to promotions—the suggestion contained in this section, as I understand it, is that all promotions shall be made upon merit by the Governor in Council, and at the time of promotion, under the Civil Service Act, the Civil Service Commission must report in writing that the man has the necessary qualifications. That may be done either with or without examination.—A. With regard to that, of course, it is a very important matter, and you have had a great deal of evidence upon that. I think the evidence of most of the deputy ministers was that as regards promotions they rather favoured the present system. One or two of them thought that the deputy should make the recommendation, but I think the deputies as a rule preferred the present system, because after all, even under the present system, they have a voice in the selection.

Hon. Mr. CALDER: If offhand, I would size up the evidence, I would say that they took this line: as regards ordinary promotions in a clerical staff, that the present system was satisfactory; as regards promotions, where they involved the head of a branch, they think they would like to make an expression of their judgment in that regard, and that judgment should have very great weight.—A. I think in a case of an important position like that the deputy minister's opinion should be given very careful consideration. I do not think there would be any difficulty in arranging the procedure so that the deputy minister may have even more to say with reference to the promotions. In most cases, the deputy of the department is satisfied with the competitive system which we have adopted of selecting men.

Hon. Mr. CALDER: I wonder if Mr. O'Connor is here?

Mr. O'CONNOR: Yes.

Hon. Mr. CALDER (to Mr. O'CONNOR): Let me state the evidence as I recall it at the present time, Mr. O'Connor, it is as regards the ordinary clerical staff right up to the head of the branches—my view is that the weight of the evidence, even on the part of the deputies, is that the present system is satisfactory, but when you come to the appointment of the heads of the branches, where special qualifications must be taken into consideration, that there the evidence would seem to incline to the view that the deputy head of the department who is responsible for the administration of the department, should have a good deal to say as to those appointments. From your view of the matter, do you think there would be any objection to that if it is worked out by the commission?

Mr. O'CONNOR: I think that is a question of degree, that the opinion of the service with regard to those promotions is practically the same as with regard to other promotions that is, a matter of grade. The importance of this line of competition, under the present law is not the fact that there is so much competition, as it is in the oversight or supervision of carrying out that competitive feature. That is to say, that the departmental minister, in choosing a person for promotion to a higher position—if he knows that his—

Hon. Mr. CALDER: Let me interrupt you—I have not, for a moment, suggested that that matter should rest entirely with the deputy minister. I am not suggesting that, but I am suggesting that in arranging for that class of promotions, it should be so arranged that the opinions and judgment of the deputy heads would be taken into consideration to the fullest extent, not that it rests with them, still leave it with the commission—

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Mr. O'CONNOR: I was going to go on with that phase of it. I was going to say this, that if we are left entirely in the hands of the deputy minister, the deputy minister might feel more freedom, which he cannot feel under the present system. If there is some authority which has oversight in the matter, he will take every precaution to see that he is fully justified in making the promotion. Now when you come to the higher positions in the Service, under the present system, which has been in operation for a number of years, you will find men who can fill the position will ordinarily have two or three promotions before reaching the highest position; consequently they have competition for promotion after promotion, probably three or four or five of them, and it can be reasonably assumed that the deputy minister has something to say in every case, and I think it is reasonable to assume that as the promotions go higher they will have more to say because the qualifications required are more matters which come under the purview of the deputy minister; that is in the earlier stages of the promotion, from the lower classes, it is largely perhaps a question of whether a man had long enough experience, whether he had had sufficient education, and whether he was acting in a supervisory capacity, and later on he is required to act in a higher position, where tact and administrative ability are required. These things are matters of record, and it seems to me the deputy minister and his department have a very large say, and under the present system they will continue to have a large say, in regard to promotion.

Hon. Mr. CALDER: You think they should have?

Mr. O'CONNOR: Yes, I do certainly, but I think that at the present time it does not show up as much as it will later.

Mr. CURRIE: I suppose you know that in England the choice of the Deputy Head rests entirely with the Government, and they have liberty to go outside if they want to. They have always kept that power.

Mr. O'CONNOR: The same thing obtains in this country. The deputy heads—

Mr. CURRIE: I mean the heads of branches.

Mr. O'CONNOR: That may be. There are certain things in the British system which hardly suit conditions in this country; that is owing to the university men or highly trained men who go into the service and spend a number of years learning the routine of the Department before they will take on important duties. Men who have a good education, who have been in the service, will get up to all grades of the service that you would be able to pick out good administrators, and the higher officers in the service will be well-trained men, not only educationally, but in the work of the department.

*By Hon. Mr. Calder:*

Q. With regard to sub-section 2 or section 3, what is your view?—A. (Mr. Foran) I think the present system is very satisfactory. There has not been very much complaint about it. We are called to act only where a transfer is from one place to another, and we are not concerned with transfers within the department, unless it involves a change of residence, and that is important. I had a case when I was out at Edmonton. A young lady had been brought from Moose Jaw, and there was great trouble in the land office at Edmonton. She had been transferred to the land office in Edmonton, and there was quite a little trouble because she had come in over the heads of some of the other girls in the office there. I had not heard of the transfer. I said that a transfer from Moose Jaw to Edmonton must be approved by the commission. When I came back I learned the transfer had been made without getting our sanction, which is irregular, under the law. The employees look to us to protect them in that way. If you bring an employee from Moose Jaw and put him in over the heads of other employees in Edmonton, it is going to create a great deal of dissatisfaction, and I think there should be some check on that. The only guarantee the

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employees have is that these transfers are not going to be made for the purpose of promoting men over the heads of others in the local offices. Their claim is a reasonable one, and I think there should be some check by the commission on the transfer from one place to another.

Q. What would you say with regard to transfers in the department at Ottawa?—A. They are made without reference to the commission now.

Q. Have they power to do that under the present Act?—A. Yes.

Q. Without the commission?—A. The commission is required to certify only where the transfer involves a change of residence.

*By Mr. Currie:*

Q. Under the old law, and under the old routine it was the custom always to make transfers?—A. Yes.

Q. A man could be taken out of the post office in Toronto and put in Winnipeg post office, or sent to Dawson, and he had no recourse. That was the understanding of the outside service? I have known men to be sent from Toronto to Winnipeg?—A. If you have a senior clerkship vacant in Toronto, you have a clerk here, and you send him to Toronto to fill that office, it stops the advancing of the men below in that office.

Q. Stops promotion?—A. Yes, and creates trouble at once. And where you have dissatisfaction among employees you cannot get efficiency.

*By Hon. Mr. Calder:*

Q. With regard to subsection 3 of section 2.

“No new classes shall be established under the classification, neither shall existing classes or rates of compensation prescribed therefor be altered thereunder except by and with the approval of the Governor in Council.”

A. You have that now. We cannot create a new class without sending it up for the approval of the Governor in Council, so that is really unnecessary. That is the law at the present time.

Q. You cannot alter a classification?—A. We can alter a classification without compensation, and that is really the important feature of classification. We can alter the title of the position, or the duties, but we cannot alter the compensation without the approval of the Governor in Council.

Q. Take the case submitted to us from the Post Office Department where a classification had been so altered as to leave a man with practically no duties at all, and his compensation remains where it is. The Governor in Council would have no knowledge of that?—A. What case was that?

Q. In the Post Office Department, in connection with the reorganization. Some witness gave that evidence?—A. It was in re-classification was it not?

Mr. O'CONNOR: Yes.

WITNESS: Of course when that comes before the commission that position will be re-classified. It will be abolished, and a new classification made for it.

Hon. Mr. CALDER: If I remember rightly, Mr. O'Connor, you stated, that under the reorganization now taking place, in the case of one or more the classification had been altered, so as to practically strip them of their duties, but that they were still drawing the same salary.

Mr. O'CONNOR: Yes.

Hon. Mr. CALDER: And that was done without reference to the Governor in Council.

Mr. O'CONNOR: That is done under the reorganization. Well, there is a reference to council for the reorganization to go into effect.

[Mr. William Foran.]



Hon. Mr. CALDER: The broad principle of reorganization would be approved by the Governor in Council, but the Governor in Council would never consent to retain in service a man who had no duties to perform at the salary he used to have.

Mr. GRIESBACH: That is possible under reorganization, but it would be the duty of the head of that branch to report the fact that it happened in the reorganization.

WITNESS: We would abolish that position and reclassify it.

*By Hon. Mr. Calder:*

Q. It would be eventually considered by your commission and reclassified?—A. Yes, we would reclassify it and send it to council for approval.

Mr. GRIESBACH: There was a case where they classified a position and there was only one man waiting to fill it.

Dr. ROCHE: Was not that rather reclassification of the position? It was the reclassification that altered his duties, and a classification was made for the altered duties.

*By Hon. Mr. Calder:*

Q. I judge there is no necessity for subsection 3 whatever?—A. None whatever.

Mr. CURRIE: There is one reason for the finish of it there where it says: "The Government shall have authority to change, revise, amend and alter the designation."

WITNESS: That is another clause.

Hon. Mr. CALDER: I am dealing with subsection 3, of section 2. Then subsection 4 reads:—

"All persons appointed or temporarily employed under the authority of this Act shall be classified in accordance with the provisions of the Order in Council or of the written authorization by or in pursuance of which they are appointed or employed."

Now to get the full objective you have to go back to section 1:—All persons appointed under section 1—that is manual labourers, postmasters, professional men and so on, of whatever class are included in there. Then subsection 4 says:—

"All persons appointed or temporarily employed under the authority of this Act shall be classified in accordance with the provisions of the Order in Council or of the written authorization by or in pursuance of which they are appointed or employed."

WITNESS: I think it would be a great mistake to take the classification out of the hands of the commission. It is the only proper body to administer the classification. You spent a lot of money on it. It is by no means a perfect piece of work. There is a great deal to be done on it yet, and until it is finally completed and surrounded by proper safeguards I think it would be a mistake to interfere with it at the present time.

Hon. Mr. CALDER: Suppose we decide to withdraw professional men, that would include our health officers and doctors; in that class would be found those who look after immigration matters under the classification as it now stands, I think there are two or three classes. Those men are graded I presume in accordance with their length of experience and their qualifications. In addition to that they have a range of salary running from \$2,400 up to \$3,400, and \$3,000 to \$4,000, and from \$3,500 up to \$5,000. If this idea were carried out all that would be abandoned, and the Order in Council approving them would fix their salary and their grade and their annual increase and so on.

WITNESS: Yes.

*By Mr. Griesbach:*

Q. And you would have two bodies classified?—A. Yes. I think the Government would be well satisfied if it would leave all classification matters to the commission

[Mr. William Foran.]

regardless of the manner in which the appointment may be made, and ask it to have the position classified subject to approval by the Governor in Council.

Hon. Mr. ROCHE: I think the classification after all is getting pretty well straightened out to handle the position of the deputies.

Hon. Mr. CALDER: Supposing we withdraw lighthouse keepers, I would assume you must have two or three classes there as well.

WITNESS: There are six classes.

*By Hon. Mr. Calder:*

Q. Their annual salaries are fixed, their annual increases are fixed. If they were withdrawn from the commission and this section prevailed, then the whole classification is out of joint.

Hon. Mr. ROCHE: Yes.

Hon. Mr. CALDER: Why?

Hon. Mr. ROCHE: Because there would be dual classification. There would be no uniformity.

WITNESS: You would have every department making a classification of its own system.

Mr. GRIESBACH: I think that clause would be a source of endless trouble.

Mr. CURRIE: They were classified in the case of lighthouse keepers. They were classified in accordance with the power of the light; first grade light \$1,000; second grade \$1,200, and third grade light \$1,500, and so on.

WITNESS: You will find a great many people who think the matter of appointment is not of very great importance, but you will find it is the greatest importance that the classification of positions should be under one department.

Mr. CURRIE: I think that clause ought to come out.

Mr. CALDER: Take section 3, of the Bill, the powers of the commission as to classification, new classification and reclassification, and so on.

Mr. CURRIE: That leaves the Government power to revise the classification. Is that not what it does?

WITNESS: It has to pass the Governor in Council anyway.

Mr. CURRIE: Why is it so? We are amending subsections 1, 2 and 3 of section 42, by making this change, and making it subject to revision by Order in Council. Have you the full power now?

WITNESS: We have power now to change the title or the qualifications or the duties of a position without submitting it to council. There would not be any objection to require the commission in all changes to have the approval of council. The only thing is we give the power to the Governor in Council to classify a position.

Hon. Mr. ROCHE: To amend or revise.

WITNESS: To amend or revise or create new positions, or attach salaries to them.

Mr. CURRIE: Don't you think the Governor in Council when he makes such a change takes away our duties? What I mean to say is the Governor in Council acts in the place of Parliament.

Hon. Mr. CALDER: "The Governor in Council shall have power to amend the classification of the first day of October, 1919, by the establishment of additional classes, grades and positions and to divide, alter or abolish existing classes or grades; also to change, revise, alter or abolish, existing classes or grades; also to change, revise, amend, or alter the designation or name descriptive of any class or position, and the definition of class or description of duties thereunto appertaining; provided that any such amendment when proposed shall be referred to the Civil Service Commission who shall be afforded an opportunity to report thereon for the information of the Governor in Council before the same is sanctioned." Have you the classification of some of these positions here?

[Mr. William Foran.]

## SPECIAL COMMITTEE

Mr. CURRIE: There have been some tremendous classifications.

Hon. Mr. CALDER: I just want to show to the committee the extent to which classification of the service has been carried on, the multiplicity of classes.

WITNESS: There are a great many changes to be made yet. That is not the finished product by any means.

Mr. GRIESBACH: Somebody said there were 1,500 classes in the Department of the Interior. Can that be true?

Hon. Mr. ROCHE: 1,600 in the entire service.

Hon. Mr. CALDER: For example, the Mines Branch.

Hon. Mr. ROCHE: That would not be a good case, because these are specific positions. We could not call them anything else, I think, Mr. Calder.

Hon. Mr. CALDER: There are 310 employees, and there is one page and a second page and two-thirds of third page.

Mr. GRIESBACH: Folios.

Hon. Mr. CALDER: Yes. This will go to show what some of those are. You have Geologists, 11; Chief, Division of Invertebrate Palæontologists, 1; Chief, Division of Anthropology, 1; Chief, Division of Biology, 1; Archaeologist, 1; Ornithologist, 1; Paleobotanist, 1; Invertebrate Palæontologist, 1; Chief Topographical Engineer, 1; Chief, Division of Fuel Testing, 1; Chief, Division of Ore Dressing and Metallurgy, 1; Chief, Division of Mineralogy, 1; Chief, Explosives Chemist, 1; Chief, Bureau of Metalliferous Mines, 1; Chief, Bureau of Non-Metalliferous Mines, 1; Chief, Division of Mine Borings, 1; Head Translator, 1; Chief, Mines Chemical Laboratory, 1; Superintendent, Fuel Testing Laboratory, 1; Chief, Bureau of Ceramics, 1; Chief Map Draughtsman, 1; Associate Geologists, 7; Associate Ethnologists, 2; Associate Physical Anthropologist, 1; Associate Zoologist, 1; Associate Invertebrate Palæontologist, 1; Associate Palæontologist, 1; Superintendent, Ore Dressing and Metallurgical Laboratory, 1; Fuel Efficiency Examiner, 1; Chemists, 8; Accountant (Grade 2) 1; Statistician, 1; Inspector of Explosives, 1; Analyst, Division of Mineralogy, 1; Head Clerk, 1; Pest Specialist, 1; Chief Photographer, 1; Topographical Engineers, 6; Geodetic Engineer, 1; Chief, Division of Road Materials, 1; Assistant Mining Engineers, 7; Principal Map Draughtsmen, 2; Supervisor Map Publications, 1; Assistant Geologists, 12; Bibliographer, 1; Chief Taxidermist and Herpetologist, 1; then you have a Chief Chemist.

WITNESS: You could not get any other grading of these chaps. That is what they call themselves. You could not classify them under any other grading.

Q. In the old days what were they called?—A. That is the kind of a classification they had. The Botanist, Metallurgist; they are all the same; Chemist, Invertebrate Palæontologist. That is a good example.

Q. The Department of Trade and Commerce? Would that be a good example? We have an Expert in Grain, Chemistry, Director of Chemical Exhibits; Commercial Intelligence; a Chief, Division Grain Inspection and Staple Products, a Chief Clerk; a Subsidy Clerk; Motion Picture Photographer; Division Accountants; Head Clerk; Auditor; Film Auditor; Senior Photographer; Junior Motion Picture Photographer; Senior Accountant; Senior Accountant Clerk; Senior Clerk-Stenographer; Clerk-Typist; Filing Clerk, Supplies Clerk; and so on. There is a feeling in the service and outside of the service that people can gain little knowledge of this classification. I don't know just how to describe it, that it is exceedingly cumbersome, and all sorts of hair-splitting has been done in order to get a man in a position to enable him to draw a bigger salary. That is the feeling.—A. Some effort should be made to simplify it. I think in the large groups there are too many divisions, but I think in some of these the titles are somewhat descriptive of his duties. I think in the larger groups in the service there have been too many divisions and subdivisions. I think that is admitted, but under the old law you have the other extreme, every man was a clerk, no matter what his duties were. Every man was a clerk.

[Mr. William Foran.]



*By Mr. Griesbach:*

Q. Do you know to what extent classification has been carried in the United States?—A. Yes.

Q. Something along this line?—A. Yes. Our classification appealed to them. There were many classifications, but when this classification of our federal service was issued and submitted to a Congressional Committee of six senators and three members of the Legislature, they appointed a committee and employed Arthur Young & Company to advise as an advisory board and they prepared the classification along the same lines as the one here.

*By Hon. Mr. Calder:*

Q. So far as your knowledge goes, where they carried on Civil Service reform in connection with the large municipalities in the United States like New York and Chicago, have they adopted the same principle?—A. Yes, the same principle.

Q. Do you think your commission could take hold of the existing classifications and within six months or so reduce and simplify it, and cut out—

Mr. CURRIE: Amalgamate.

WITNESS: There has been a lot of fine work in that respect done by the Board of Hearing and Recommendation, and they are still working on it, and I think in the time you have suggested, Mr. Calder, very considerable work will be done in improving that classification.

*By Hon. Mr. Calder:*

Q. Do you think that is desirable.—A. I think it is, yes. I certainly do.

Q. Do you think there can be an improvement made?—A. Yes, both in the inside service and in the interests of the employees and of our own commission, because our examination system is getting to be very complex and involved under this classification.

*By Mr. Currie:*

Q. Cumbersome?—A. Yes, there are so many classes for which examinations must be held.

*By Hon. Mr. Calder:*

Q. Do you hold the same view in connection with that, Doctor?

Hon. Mr. ROCHE: Yes. For instance, Mr. Farrow admitted they incorporated in one class, nine classes, and the same thing has occurred in the post office. Instead of having post office clerk, and postal clerk; senior post office clerk, and senior postal clerk, they put that in now as postal clerk. That was done and will be done as the work proceeds.

*By Hon. Mr. Calder:*

Q. The classification as first made was just a little too fine.—A. It was subdivided into too many classes.

The CHAIRMAN: In readjusting that classification you say you are putting them all under Postal Clerks' designation now. How are salaries assigned?—A. The money order clerks would receive much the same salary as the ordinary postal clerk. Put the money order clerk in with the postal clerk.

*By Hon. Mr. Calder:*

Q. Why could not the Governor in Council tackle that job and straighten it out?—A. Because the commission has been working on it for three years and I think the experience they have gained in three years has been invaluable in continuing the work.

Q. I would not mind having a whack at it myself.

The CHAIRMAN: Are you finished with Mr. Foran?

Hon. Mr. CALDER: Those are all the sections of the Bill. We have gone through it pretty well with Mr. Foran.

[Mr. William Foran.]

The CHAIRMAN: I think we might take Mr. Roche right now. Have you any further suggestions with regard to the Bill?

Hon. Mr. ROCHE: No, I don't think so. I think you have covered the ground pretty completely.

Hon. Mr. CALDER: And the views of Mr. Foran voice the view of the commission.

Hon. Mr. ROCHE: Yes.

Hon. Mr. CALDER: Mr. O'Connor, you have heard most of Mr. Foran's evidence. Is there anything you wish to add to what he said?

Mr. O'CONNOR: I don't think there is anything I wish to add. We oppose the Bill practically completely on the ground it would open up the field for changing the present system too radically. We thought the present system should have an opportunity to show what it could do. We felt in the last year or so improvements had been made, and we can see prospects of improvements being made in the future.

Hon. Mr. CALDER: Take this last point that we have been discussing. Do you think the classification could be simplified and made more compact instead of running over so many classes?

Mr. O'CONNOR: Yes, I have not any doubt. It is a big subject, and you cannot cover it in a few moments. But certainly when the classification first came out and subdivisions were made, one could see the theory that was at the back of it, and you could also see that the theory would not work over a country as widespread as ours, with the commission located in the central point at Ottawa. I think a number of the changes that have been made have improved that. I have in mind the classification of the postal service. There was a considerable reduction there. I think some forty classes were cut out by the Board of Hearing. I had quite a hand in that myself. I think we can say that the Board of Hearing had a battle royal with the Arthur Young Company before we were able to lay unholy hands on the classification that they had prepared. I have not the slightest doubt that the classification they have prepared is a reasonable one. Theoretically, you can pick holes in it, and as time goes on it will be found possible to improve the classification. I have in mind the classification which Mr. Foran mentioned a few moments ago that was prepared by the Arthur Young Company under a commission appointed in the United States. That was a very voluminous document. It divided the service at Washington into a larger number of classes than the service in Canada is divided into. Later on the committee saw to that matter and they undertook to simplify that classification. It is at present before Congress, and the simplified classification strikes me as being a much more useful classification. In some cases where it has been found necessary to give different titles, at any rate the salary range is the same. You will see a great number of different titles of positions where the salary ranges are the same. The only reason for having different titles is that you have to have examinations for each different class of position. I think that eventually as the classification is worked out here, that can be accomplished. But I think the main objection that the employees had to the idea of the Governor in Council undertaking to classify was this: That naturally in dealing with these matters the Governor in Council would be inclined to deal with it from the standpoint of the person rather than from the standpoint of the position. There is not any doubt that there are men in the service filling positions that do not demand their whole qualifications. They are qualified for higher positions, and the tendency under a personal classification is to classify the man rather than the job. It needs an intensive study of those on the job by one who understands one job with another, to get a classification of positions rather than of persons. That is the basis of our objection to classification being put under the Governor in Council.

Hon. Mr. CALDER: What about further evidence? Are you through Mr. Foran?

Mr. FORAN: Yes.

The committee adjourned until Tuesday, the 17th instant, at 11 a.m.







SPECIAL COMMITTEE

ON

Bill No. 122

An Act To Amend The Civil  
Service Act, 1918

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MINUTES OF PROCEEDINGS AND EVIDENCE

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No. 12.—Tuesday, May 17, 1921

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Mr. E. Deville, Surveyor General. Page 379.

Mr. E. S. Archibald, Director Experimental Farms. Page 394.





## SPECIAL COMMITTEE ON BILL No. 122, AN ACT TO AMEND THE CIVIL SERVICE ACT, 1918

TUESDAY, May 17, 1921.

The Committee met at 11 o'clock, a.m.

Present: Messrs. Spinney, (in the Chair), Argue, Calder, Charters, Currie, Dechêne, Ethier, Euler, Gauthier, Griesbach, Johnstone, Kennedy (Glengarry), Scott, and Thompson (Yukon)—14.

The Minutes of the last meeting were read and confirmed.

Certain correspondence received was read and referred to the Sub-committee.

Messrs. Roche, Deville and Archibald were in attendance.

Mr. Deville, Surveyor-General of Canada, was called, sworn and examined, and discharged from further attendance.

Mr. Archibald, Director General, Experimental Farms, was called, sworn and examined, cross-examined by Dr. Roche and discharged.

The Committee adjourned till Wednesday, the 18th instant, at 11 o'clock, a.m.

E. K. SPINNEY,  
*Chairman.*

### MINUTES OF EVIDENCE

TUESDAY, May 17, 1921.

The Special Committee appointed to consider Bill No. 122, an Act to amend the Civil Service Act, 1918, met at 11 o'clock a.m., the Chairman, Mr. Spinney, presiding.

The CHAIRMAN: Will the gentlemen come to order. Mr. Lafleur was sent for to-day and Mr. Deville and Mr. Archibald. Mr. Deville is present. Mr. Lafleur is engaged in departmental work and cannot be present.

Mr. EDOUARD DEVILLE, SWORN.

*By the Chairman:*

Q. What is your official capacity?—A. I am Surveyor-General.

Q. Have you employees in your department in the inside and outside service?—

A. Well, yes. We have surveyors who are employed outside of Ottawa.

Q. How many have you under your control?—A. We have a chief of parties, forty I believe, and assistants who are also Dominion land surveyors, to the number of about twenty, and apart from that we have the ordinary help in minor positions in the survey party.

Q. That is manual labourers, day labourers, I suppose?—A. We have also some minor technical positions.

*By Hon. Mr. Calder:*

Q. Take a survey party going out as an illustration. Describe the personnel of the survey party?—A. There will be the chief in the first place, then he has one or

[Mr. E. Deville.]

two assistants, who are qualified Dominion Land Surveyors, and there are one or two articled pupils, that is to say, men who are studying for admission to the surveying profession and he will have a leveller, a rodman and the ordinary labourers.

Q. Choppers?—A. Axemen, chainmen, cook, and so on; teamsters, canoe men and packers.

Q. How many parties will you have in the field this year?—A. We have I think 38.

Q. That applies to surveying only?—A. Yes.

Q. Is there any other class of work outside of surveying?—A. No, all our work is more or less connected with survey.

Q. How long have you been in the service?—A. I have been in the service since 1880.

Q. That is 41 years?—A. 41 years.

Q. How long have you been Surveyor-General?—A. I was appointed in 1885.

Q. Have you done any field work yourself?—A. Oh, yes.

Q. In charge of surveying, in charge of a party or something?—A. I had one year's surveying in the West and six years surveying in Quebec.

Q. Mr. Deville you are invited to attend this Committee to give your views. You obtain your employees from the Commission, do you not?—A. Yes.

Q. You have seen the Bill that is being discussed?—A. Yes.

*By the Chairman:*

Q. The object in calling you is to get your views in regard to your association with the Civil Service Commission in connection with your help, your labour, or your employees and the Committee would be glad to get your views in that connection. There will doubtless be questions asked you as you proceed with your report?—A. I am perfectly satisfied with the appointments made by the Commission. I have no fault to find with that. Also I have very little fault to find with the appointments made say for fifteen years before the Commission was appointed. I suffered very little from patronage. In fact I think that during the whole time there were not more than four or five positions appointed against my recommendation.

Q. That was under the old law.—A. Yes.

*By Hon. Mr. Calder:*

Q. When you say you are satisfied with the present system does that apply to all classes of employees, professional and technical, as well as what you call manual labour?—A. Manual labour, as a matter of fact, is not appointed through the Commission on survey parties. What I want to say is this, the chief of the party when he gets to the place where he is to organize his party goes to the Government employment office and asks in the first place if any returned soldiers are available. Then he finds out those who are available for the work, and engages them. If he does not find enough returned soldiers then he takes civilians and after his men are all engaged he reports them to the Commission as emergency engagement and if the Commission finds no objection to their employment then a certificate is issued.

Q. Let me give you an illustration. You are putting some survey party up in Northern Alberta this season?—A. Yes.

Q. The Commission has no organization itself, to select this class of employees?—A. No.

Q. If one of your men is going to take charge of work in Northern Alberta, he would get in touch with the employment bureau at Edmonton?—A. Yes.

Q. And he should ascertain from them what men are seeking employment?—A. Yes, for returned soldiers in the first place.

Q. The head of the survey party would see that returned soldiers get the first preference?—A. Yes.

[Mr. E. Deville.]

Q. And after he has located his men and has got all the returned soldiers he can who are suitable and he fills up with civilians after this, what is done? I suppose he starts out with his men and sends down a report for the Commission to approve?—A. Yes, that is what he does.

*By Mr. Gauthier:*

Q. In regard to returned soldiers, do you make it a condition of their employment that they are English born or Canadian born or imported from the other side.—A. No, we do not do that. As long as they are returned soldiers they do not inquire if they are Canadian born or if they started with Expeditionary Force from here or from England?—A. No, sir.

*By Hon. Mr. Calder:*

Q. You would not get very many Englishmen who had recently come to Canada, very suitable for that work, axe men, canoe men and cooks?—A. Of course, the Canadian born men is more suitable for the work than a foreigner.

Q. For that class of work I would think so?—A. Yes.

Q. As regards the salary of your surveyors, and the assistant-surveyor, had you had any trouble at all?—A. No, sir, no trouble at all.

Q. Can you give me an example of a man you have taken on recently as a surveyor?—A. A surveyor is required to have a commission. Now, to obtain his commission, he has to serve at least three years as an articled pupil, as a Dominion Surveyor?—A. As a Dominion surveyor, and has to pass an examination in the first place to be an articled pupil. It is a pretty severe examination. I might say that most of them are University graduates and only half of the candidates pass the examination, and after they have been admitted as articled pupils they have to serve three years on the survey before they are allowed to come for final examination.

Q. Must they serve in a Dominion survey party?—A. No.

Q. They can serve in a Provincial survey party?—A. Yes, that is accepted.

Q. As long as they have three years' experience in the survey?—A. As long as they have three years' experience in the service with a Dominion land surveyor.

Q. They must serve with the Dominion land surveyor?—A. Yes.

Q. Not a man necessarily engaged on Dominion land surveying work?—A. No.

*By Mr. Argue:*

Q. Not the same man for three years?—A. No.

*By Hon. Mr. Calder:*

Q. Can you think of a man recently appointed, a new man recently appointed to take charge of any of this work. You are sending out thirty this year. Are any of them new men?—A. No, all old men.

Q. Did you send out a new man last year?—A. Last year there were four.

Q. Name one of them?—A. They were all returned soldiers.

Q. Can you name one?—A. Yes, there was C. S. MacDonald Hardouin.

Q. Do you remember the circumstances in connection with his appointment, how did he get his appointment?—A. The circumstances were those: We had to make an application to the Commission for the re-appointment of the surveyors who were employed the previous year. Now, four of those dropped out and their places were filled by the promotion of those surveyors who were previously assistants on survey parties.

Q. You say four of them dropped out? Did they drop out voluntarily?—A. Yes.

Q. They decided they did not want to go out?—A. Yes.

Q. And then you say, four who had been previously out as assistants were promoted?—A. Yes.

Q. Was Hardouin one of them?—A. Yes, he was one of them.

[Mr. E. Deville.]



Q. Were you present when the matter was decided?—A. Oh, yes, I was consulted.

Q. Who else was present at that time?—A. There was a representative of the Great War Veterans' Association, and two employees of the Commission.

Q. Who were those employees of the Civil Service Commission?—A. There was Mr. Muddiman, and the other one I think was Mr. Bourbonnais.

Q. Who is Mr. Muddiman?

Hon. Mr. ROCHE: He was at that time the head of the examination branch.

Hon. Mr. CALDER: And the other man?

Hon. Mr. ROCHE: On the examination branch.

*By Hon. Mr. Calder:*

Q. When you met, where did you meet in the first place?—A. In the Civil Service Commission's office.

Q. And the four of you sat down, yourself and the representative of the soldiers, who was Mr. MacNeil?—A. And Mr. Loughnan.

Q. Who is the editor of the *Veteran*?—A. Yes.

Q. And two representatives of the Commission?—A. Yes.

Q. When you met what did you do?—A. We went over the applications of every one of the applicants. The position had been advertised by the Commission.

Q. How many applications were in?—A. Oh, I suppose there must have been about fifteen, apart from those who had been already recommended for re-appointment.

Q. Who had made those recommendations?—A. The department had made the recommendations.

Q. Yourself?—A. Yes.

Q. That is, you recommended those four?—A. No, I did not recommend those four; I recommended the re-appointment of the surveyors who were employed the previous year.

Q. But you ascertained at this meeting that four of those had resigned?—A. Yes, and the Great War Veterans' representative insisted upon those positions being filled because he said they had been advertised.

*By Mr. Thompson (Yukon):*

Q. He said what?—A. He said they had been advertised and therefore they ought to be filled.

*By Hon. Mr. Calder:*

Q. And you had about fifteen applications all told?—A. I suppose about that number; regular applications.

Q. Of those fifteen, that included some of your assistant surveyors who might be looking for promotion?—A. They were all assistant surveyors.

Q. Were they all Dominion surveyors and had passed their examination?—A. Yes.

Q. And they had had previous experience with the department, even the returned soldiers?—A. Yes.

Q. What did you do with them when you reached that stage?—A. Well, I was not anxious that they should be re-appointed, but I had no objection to offer to those four, they were well qualified.

Q. You say you had no objection to their being re-appointed?—A. No.

Q. That is, you took the ground that all of those fifteen who had been Dominion surveyors, any out of the fifteen might be appointed to the position because they

[Mr. E. Deville.]

were all qualified?—A. They were all qualified in a way, but some of them had not a good record, for instance, and I would not have recommended them for re-appointment.

Q. How did you finally get down to those four that secured the position? What process of elimination did you go through?—A. We went over the whole list, and they asked information about their qualifications and their services and other matters that would help them deciding whether they ought to be appointed or not.

Q. Let us take Mr. Loughnan, of the *Veteran*, he has no special knowledge which would enable him to decide which of those fifteen should be appointed?—A. No, he did not pretend to have any knowledge, but he examined the information which I furnished to the examining board, and I suppose came to his conclusion.

Q. Rather was he prepared to accept your conclusion? Mr. Loughnan is a journalist, he is not a surveyor?—A. Yes.

Q. You are wanting to appoint a man surveying in Northern Alberta? What special knowledge could Mr. Loughnan possibly have, a journalist, a man who has never probably seen a survey party, who knows absolutely nothing about their work? What judgment could he bring to bear upon the qualifications of a man on that job?—A. Of course that is a matter upon which I have not much to say, and preference is given to returned soldiers right along, and they have a right to be represented.

Q. That is the question with all of us now, the returned soldier must have the preference. But after all, assume that there were six of the returned soldiers, you are the man who examined their qualifications to decide which of the six should be appointed, and not Mr. Loughnan.—A. Well, practically it came to the same thing.

Q. It could not be any other way?—A. Yes, they accepted what I reported.

Q. Take this other gentleman, Mr. Mudman, was he a surveyor?—A. No.

Q. Did he have any previous knowledge of surveying?—A. No, I do not think so.

Q. I wonder if the same would not be true of him?—A. Yes, I suppose, to a large extent.

Q. So that in this particular case you have given us, after all, after forty years' experience in surveying you went over, and you considered these men's records, and their experience and their qualifications, and you in effect said, "Well, now, gentlemen, of these fifteen applicants, I consider, taking into consideration the question returned soldiers must be given preference, I think these four men are the ones who should be appointed," and the Committee said, "Yes." That is about what happened?—A. Yes. They asked questions which I answered. They asked for information about the applicants, and finally they accepted my recommendation.

Q. Well, now, if the Commission had not been there at all, if they had had no representative there at all, and you were required to give preference under the law to returned soldiers, and you had the appointments of those men in your hands, do you think anything different would have happened, if Mr. Loughnan had not been there at all or any representative of the Commission, would any of these men have received the appointment?—A. Yes. If—

Q. If the—shall I say—if the politician had not interfered?—A. If there had been appointments made, the only question is whether the appointment should be made at all.

*By Mr. Argue:*

Q. Whether the position should be filled at that time or not?—A. Yes.

*By Hon. Mr. Calder:*

Q. As a matter of fact, did they always accept your opinion and act upon it?—A. Yes, they are very well qualified men. There is no fault to find with them.

[Mr. E. Deville.]

*By Mr. Euler:*

Q. Would you say that finally you would prefer to have some independent body make the appointment rather than yourself? Do you see any merit in that?—A. No. I want to have something to say about the appointments.

Q. But the final appointment, which would you say, that you should make it or that an independent body should make it. Would you prefer to have responsibility or have the Commission take it for any reason whatever?—A. Of course, I would like to have something to say.

Q. Yes, we understand that. But the final appointment?—A. I would be quite satisfied to accept appointments made by an independent body, provided they came to me and listened to what I have to say about the applicant.

Q. If they do that would you prefer they should take the final responsibility?—A. I think it is preferable, it seems to me.

*By Mr. Scott:*

Q. If on the other hand the law was changed so that you were given the authority to make the appointments it rested entirely in your department, would it seem to you that that would be more satisfactory, or just as satisfactory as the present arrangement?

Hon. Mr. CALDER: We are speaking about your professional men now.

WITNESS: I don't think it would be as satisfactory because if I were given the power to make the appointments the power would not be actually vested in my hands, it would be in the hands of the minister. If the minister gave me an order to appoint So-and-so, I would have to appoint him.

Q. In other words, you don't want to take the responsibility, but you wish to have the power to direct it?—A. Yes.

Q. In the old days did you have to take the responsibility yourself?—A. I just recommended to my minister.

*By Mr. Currie:*

Q. You say you would not want it taken out of your hands. Did the minister interfere?—A. Yes.

Q. In those cases was there much of a mistake made?—A. A good deal. That was in recent times. In old days of course it was quite different during the first twenty years that I was in the service.

Q. You got some pretty bad men?—A. Yes.

*By Mr. Euler:*

Q. Would you care to say that in this connection where your recommendation was not accepted that it was because of patronage being invoked?—A. Yes I understand so.

*By Hon. Mr. Calder:*

Q. In my old district up in Saskatchewan I had a heap of trouble with some of the surveys; posts were put in the wrong places as well as overlapping and road lines out of joint and so on. What was the cause of that?—A. That was patronage.

*By Mr. Currie:*

Q. That was done under contract?—A. Yes. In the old days. Of course, the contracts that were given more recently are fairly good and I believe this bad service was all in the early days.

[Mr. E. Deville.]



*By Hon. Mr. Calder:*

Q. Under the contract system?—A. Under contract, at a time when we were surveying very large areas.

Q. We can hardly attribute that case I gave you as a result of the exercise of patronage?—A. Well, no.

*By Mr. Currie:*

Q. They skimmed the work. Is that not it?—A. They were paid so much per mile. Of course their interest was to run as many miles as possible, and we had very little control over them.

Q. And you had no control?—A. No. You cannot check the work of a surveyor the same as you can on a building, for instance. The only way to check the work of a surveyor is to go over his lines; that is to say to do the work a second time.

Q. He can make the drawing at home, but the question is whether he has the pegs in the right place?—A. That is it.

*By Hon. Mr. Calder:*

Q. Another question. In the last two years did you make any recommendation that was not accepted by the Commission so far as professional men are concerned?—A. Not as far as the appointments are concerned.

Q. Have you made any recommendations as regards promotions that were not accepted by the Commission, to your technical staff outside?—A. I have made some recommendations that were not accepted, although I am not quite sure whether it was by the Commission or by the department.

Q. Would that be because the men were not returned soldiers?—A. No, oh no, there has been no recommendations from me for promotion where the promotion has been given to somebody who was not recommended by me. It has not been done but there are some recommendations which I made on which no action was taken.

Q. Can you give me an example?—A. No, I could not give you one offhand.

Q. Would that be in connection with the outside men or somebody in your department?—A. It would be in connection with the office staff. Well I made a recommendation recently to have an accountant promoted.

Q. What happened in that case?—A. Well I was told that it would not be fair to promote him. It was not refused by the Commission. It was refused by the department.

Q. It never went to the Commission?—A. It never went to the Commission.

Q. That is the head of your department did that?—A. Yes.

*By Mr. Gauthier:*

Q. The head of the department is the deputy minister or the minister?—A. The deputy minister.

Q. He refused to accept the recommendation for promotion?—A. Yes. I was told—he just told me not to make the promotion.

Q. Was it made according to merit?—A. My reason for recommending him was because he was appointed at a salary of \$900 I believe and he is quite a clever accountant and I am afraid he is not going to stay; in fact, he has passed an examination for a higher office and he is eligible for the position and he will leave as soon as there is a vacancy.

*By Hon. Mr. Calder:*

Q. I can quite understand the position, but on the whole a man is entitled to promotion for his qualifications, but have you a position vacant to which you would assign that man?—A. Yes, we have a position vacant and we have a lot of work in looking after accounts.

[Mr. E. Deville.]

Q. I wonder why the deputy would not do it?—A. It is because there is another man in the accountant's office who is doing work of the same description, or pretty much of the same description and who is getting the same salary and they said it would be unjust to promote a man who is a new man and not to promote the other who is longer in the service.

*By Mr. Euler:*

Q. This man you have recommended, did he have an opportunity of putting in an application to the Commission?—A. No.

Q. Did he have a chance to get the place at all?—A. No.

Hon. Mr. ROCHE: He did not come to the Commission. This recommendation did not come to the Commission.

*By Mr. Euler:*

Q. It never got any further than the deputy minister?—A. No.

*By Hon. Mr. Calder:*

Q. Was this man in your branch or in some other branch of the Interior Department?—A. This man is in my branch.

Q. The other man?—A. The other man with whom the comparison was made was in the accountant's office of another branch.

Q. If the deputy decided a promotion was to be made, it would not be fair to promote one unless the other was promoted. I wonder if he had in mind that if there was promotion these two men should compete?—A. No, that is where the matter was left.

*By Mr. Ethier:*

Q. He was not promoted because the deputy minister interfered?—A. Yes.

Q. Was the other man promoted?—A. No.

Q. Take as far as promotions in your department are concerned, have there been any in the last three years?—A. I don't recollect any difficulty with the Commission about promotions.

*By Hon. Mr. Calder:*

Q. Were any promotions made in this branch in Ottawa, accountants, or bookkeepers or filing clerks?—A. Yes, to fill vacancies.

Q. Can you give me an illustration of one?—A. We had a chief of the photo mechanical plant who was promoted recently. In fact he was promoted twice.

Q. What happened in this case—

*By Mr. Ethier:*

Q. What was the interval between the two promotions?—A. That is a long story. We have a photo mechanical staff of six men, and three of them left. The chief left because he said he was not classified, which was true.

*By Mr. Currie:*

Q. He was not paid enough?—A. Yes, and the next man was appointed by the Commission to another position with the Air board, and another left for some other reason and we applied to the Commission to replace them. The positions were advertised, but we received no applications from qualified men. Then we had to get the positions reclassified. They were re-classified twice, I believe. It took about fifteen months to get the classification through. That is the only trouble we have had with the Commission. It was a matter of classification. When a change is to be made it takes a very, very long time. For instance, we have a chief of our lithographic plant now, who resigned in January last, because he said his position was not properly classified.

[Mr. E. Deville.]

*By Hon. Mr. Calder:*

Q. When you say not properly classified, you are referring to the salary, rather than the description of the duties?—A. Yes. He said if his salary could not be made more reasonable he would resign, and he did resign, and we have been without a chief since January last. Now it is no use advertising the position as it is classified at present, so we had to get the classification changed.

Q. Just one question there. How is it classified at present? What is the range of salary?—A. I think his salary went up to \$2,400.

Q. That would be the maximum?—A. Yes, the maximum, and he asked that it be increased to \$2,700.

*By Mr. Ethier:*

Q. Starting at what salary?—A. \$2,240, I believe. His salary was classified from \$1,980 to \$2,340, and he asked it should be \$2,340 to \$2,700.

Q. What is your own judgment as to that?—A. Oh well, there is no doubt about it. I submitted to the Commission at the time the agreement between the amalgamated Lithographers of America and Toronto Lithographers about salaries. The salaries are very much higher than those. I have no fault to find with the Commission about it. They looked into the matter carefully and made a recommendation, but the greater part of the delay, I believe, is with the Privy Council, to get the thing approved by the Privy Council. It seems it laid there a very long time.

*By Hon. Mr. Calder:*

Q. I don't think that one is lying there. I have no recollection of seeing that one myself.

*By Mr. Ethier:*

Q. Is that the Young classification?—A. Yes.

*By Hon. Mr. Calder:*

Q. You say this occurred in January last?—A. Yes.

Q. It is now May?—A. Yes.

Q. I have not been absent from Council any great deal, and every one of those documents goes through my hands, and I have not a recollection of seeing any recommendation to Council with regard to this man?—A. We have been notified by the Commission that they have approved the re-classification.

Hon. Mr. CALDER: Do you know if that has been sent over to Council, Doctor?

Hon. Dr. ROCHE: It may have been in the hands of the minister. That is where delays frequently occur. I know of some classifications that have been in the hands of one minister for a couple of months.

WITNESS: We had trouble of the same kind with the photo mechanical plant. Our men there resigned in February, 1920, I believe, and we have not got our staff fixed yet. The positions were advertised but the salaries were too low, and we could not get applications. In fact, the secretaries of the Union, the Photo Engravers Union wrote to me that he would not show the advertisement for the position because it would only cause resentment among the members to offer a salary of that kind.

Q. You mentioned a previous illustration. You gave us one relating to your photographic branch, I believe?—A. Yes.

Q. You said you had been waiting for fifteen months to have that classification made?—A. It has been changed. In fact it has been changed twice.

Q. You have been waiting fifteen months to fill the position?—A. Yes.

Q. Is it filled now?—A. Well, by promotion. That man has been promoted twice.

[Mr. E. Deville.]



*By Mr. Currie:*

Q. He has been re-classified twice, but not his salary up to the right figure?—A. Yes, he has been re-classified twice.

*By Hon. Mr. Calder:*

Q. Does your work suffer on account of those delays?—A. Of course it was delayed a good deal because we had only half of the staff. The staff was six, three of them were missing.

Q. Did you put in men temporarily?—A. No, we could not get them.

*By Mr. Ethier:*

Q. Because the salary was too low according to the classification?—A. The salary was too low. The mistake that was made in the case of the photo mechanical plant was to classify them as photographers, now a process worker, a photo mechanical process worker, is not a photographer in the ordinary sense, that is to say he could not make a portrait. He does not know what that is. His work is entirely different.

*By Mr. Johnston:*

Q. You say three men carried on work of this kind for a period of six months?—A. Yes.

Q. Why could they not continue to do it, if they did it for six months?—A. Because they laid the work aside.

Q. Work was piling up?—A. Yes.

Q. The work was not taken care of?—A. No.

*By Mr. Gauthier:*

Q. Then they did not do the work that was allotted to them?—A. No.

Q. They could not do it?—A. No.

*By Mr. Currie:*

Q. What work to they do?—A. They prepare plans and maps for reproduction. They prepare plates for printing. We generally print them from stone or from zinc and the work of the photo mechanical plant is to prepare plates for printing, that is to put maps or plans on the zinc plate and hand over the zinc plate to the photographers for printing.

Q. Did you have enough work there to keep them going all the time?—A. We printed last year about 1,900 plans and maps.

*By the Chairman:*

Q. If you had had the power to make these appointments would this delay likely have occurred?—A. If somebody could be found to amend the classification a little quicker, it would improve it.

*By Hon. Mr. Calder:*

Q. What would have happened under the old classification?—A. We would have looked around for a man; we would have recommended him and he would have been appointed.

Q. If certain work was piling up and you could not get a man for \$2,000 you would go to your deputy head and tell him it was impossible for you to get and you would put him at \$2,400 and have him working?—A. Yes, I would have to satisfy them my request would be reasonable.

Q. Would not there be great danger of some politician coming in and saying he wanted you to appoint a saloon keeper for that job?—A. Yes.

[Mr. E. Deville.]

*By the Chairman:*

Q. Do you think it is likely to occur?—A. No, I don't think it is likely to occur.

*By Hon. Mr. Calder:*

Q. In the case of those technical positions in the office did you have any unsuitable men thrown on you. I mean, those technical men?—A. Not in those appointments.

Q. Can you think of one?—A. Not in those appointments. Not in the position of process workers or lithographers.

*By Mr. Currie:*

Q. Did you ever have a saloon keeper recommended to you for a surveyor?—A. No, sir.

Q. Or a livery stable keeper?—A. No, sir.

Q. As a matter of fact you have always been protected by a corporation, that is to say the Dominion Land Surveyors Association?—A. Yes.

Q. They are a body like the lawyers and the doctors, and you did not have to take anybody unless they were qualified?—A. No, they have to have their commission. That is our main protection.

Q. So the only difficulty that might occur in the case of professional appointments is if his habits were bad?—A. Yes, or his record was bad, or some reason or other.

Q. Then things have gone on virtually just the same since the Commission came as they were before?—A. The only difference is they send for you to come over and tell them what to do, to satisfy them that what I am recommending is correct.

Q. I don't think there is much more we want of Mr. Deville.

The CHAIRMAN: Have you any questions to put to the witness?

*By Mr. Gauthier:*

Q. I would like to understand your evidence. As far as your recommendations being endorsed by the Minister, the Commission acts according to your recommendation generally?—A. Well, generally, yes.

Q. You are satisfied with the actual system?—A. Yes.

Q. Because your recommendations are generally accepted?—A. Yes.

Q. And you want to use the Commission as a shield for your responsibility?—A. No.

Q. You said you were afraid of patronage?—A. Oh, no.

HON. MR. CALDER: Mr. Deville stated, if I remember his evidence, that they do not generally accept his recommendations, but he did not give us an instance where they had not.

MR. GAUTHIER: He gave us an instance why the Deputy Minister had not accepted his recommendation.

*By Hon. Mr. Calder:*

Q. That was for a promotion. That case has never reached the Commission at all. So far as his recommendation to the Commission itself is concerned, if I understand his evidence as regards all those technical men, there has not been an instance where your recommendation has not been accepted?—A. That is right.

*By Mr. Currie:*

Q. So you have not suffered anything by the Commission, and you have not gained anything?—A. No.

*By Mr. Euler:*

Q. But you still prefer that way?—A. Yes.

[Mr. E. Deville.]

*By Hon. Mr. Roche:*

Q. This photo mechanical man that you are speaking about, what was his salary before this present classification?—A. His salary was \$1,600 to \$2,100. He was classed as senior photographer.

*By Hon. Mr. Calder:*

Q. \$1,600 to \$2,100?—A. Yes.

Q. And the proposed classification was what?—A. The classification at present is \$2,460 to \$2,700.

Q. Just let us look at those figures for a second. You say his previous salary was \$1,600 to—A. \$1,680 to \$2,100.

Q. And now his classification is what?—A. Now his classification is \$2,460 to \$2,700.

*By Mr. Euler:*

Q. That is what he wants?—A. He is classified that way at present.

*By Hon. Mr. Calder:*

Q. When you say \$1,680 to \$2,100, is that the old law?—A. That was under his first classification.

Q. What salary was he getting under the old law before there was any classification at all?—A. He was getting \$2,200.

Q. So that the first classification proposed gave him a maximum of \$100 less than he was actually getting?—A. Yes.

Q. I can understand why there was some complaint?

*By Hon. Mr. Roche:*

Q. But his salary is not reduced?—A. It was not reduced, no.

*Hon. Mr. Calder:*

Q. He continued at \$2,200?

*By Hon. Mr. Roche:*

Q. How long had that man been in the service?

WITNESS: I suppose about ten years.

Q. So he had been promoted to the \$2,100 to \$2,800 class?—A. Yes, he had been just promoted to that class at the time the Act came into force.

Q. It was only recently he got into the class above \$2,100?—A. Yes.

Q. How long ago is it since that promotion was recommended? The promotion of men in your department that you recommended?—A. We did not recommend promotion. We wanted to have new men, and the position was advertised and no applications were received from the trade, because they said it was an insult to offer them such salaries.

*By Mr. Currie:*

Q. What did you offer them?—A. The first offer on the regulation classification was \$1,680.

*By Hon. Mr. Calder:*

Q. Was there an advertisement for the position when the classification was fixed at \$2,460 to \$2,700? Was that advertised?—A. Yes, it was advertised. We got no applications from outside. We got two applications from process men, one from a man in my office, who has been promoted to the position, and the other one from a man who is employed at the Geological Survey, but whose qualifications are rather inferior to what the advertisement calls for. So practically we received no application from outside of the service.

[Mr. E. Deville.]



Q. Who decided if that man had the qualifications?—A. The examining board.

Q. And who in this case were the examining board?—A. The examining board consisted of Mr. Rowan, who was in charge of the lithographic work of the Printing Bureau before the reorganization and Mr. Barbeau, who is a photo engraver in Ottawa, and Mr. MacNeill of the Great War Veterans, and Mr. Garrett of the Civil Service Commission.

Q. And you all sat down and went over this man's application and considered his record?—A. Yes, we discussed that at length.

Q. Who finally decided that the man was not qualified?—A. The Board. That is to say Mr. Rowan and Mr. Barbeau and myself came to that conclusion, and Mr. MacNeill was there simply to see that no returned soldier was overlooked.

*By the Chairman:*

Q. You were the deciding factor in that case, were you not? If you had approved of this man's qualifications, do you not think the Commission would have accepted your decision in the matter?—A. The Commission would have accepted the report of the Board. There were three men on the Board who knew something about what a photo mechanical man should be. Mr. Rowan knows perfectly well. He is a man of great experience and that is Barbeau's trade.

*By Hon. Mr. Calder:*

Q. You were fortunate in that case in having two men on the Committee with you who knew something about the qualifications this man should hold?—A. Yes.

*By Mr. Currie:*

Q. How are those boards constituted? Has that evidence been brought out, and what do they pay them?

Hon. Mr. CALDER: No, it really has not. Probably we might get that. Mr. Deville has given us two illustrations of two boards. How do the Commission determine what the compensation of those boards shall be?

Hon. Mr. ROCHE: We endeavour to select men who are trained along the line of each position which is advertised; specialists in that particular line. Of course, the War Veterans are there in a representative capacity, but in the case of an engineer we get engineers and in this case we got the men who were trained. In the case of doctors we get medical men.

Hon. Mr. CALDER: And lawyers the same?

Hon. Mr. ROCHE: Yes.

*By Mr. Griesbach:*

Q. Do you pay them anything?

Hon. Mr. ROCHE: No.

Q. How do you get them?—A. They are delighted to assist us.

Hon. Mr. CALDER: None of these members of the board receive any remuneration?

Hon. Mr. ROCHE: No, except men we bring in from outside. We pay their expenses.

Mr. CURRIE: Have you had some who paid their own expenses?

Hon. Mr. ROCHE: Yes.

Mr. CURRIE: Can you bring in a statement of the amount of money that has been spent on that board work?

Hon. Mr. CALDER: We are to get that information from the Commission. But in some of these cases the men have actually paid their own travelling expenses?

[Mr. E. Deville.]

Hon. Mr. ROCHE: Yes.

Mr. CURRIE: Do you mean to tell me those two last men in this case quit their business and spent four or five hours with you going over the classification of a photographer and an engraver.

Hon. Mr. ROCHE: I don't think it would be necessary for them to spend four or five hours.

Mr. CURRIE: How long would it take them?

WITNESS: Three-quarter of an hour.

Hon. Mr. CALDER: They were not paid anything?

Hon. Mr. ROCHE: Not to my knowledge.

*By Mr. Currie:*

Q. This man is really an etcher; He is not a photographer?—A. Yes, he has to make negatives for printing on his plates. Of course it is different work from photographing.

Q. It is a seasonal employment. A man has to have a technical knowledge?—A. Yes, and they have a strong union.

Q. I suppose they get as high as \$10 a day working at that in the big offices?—A. Yes. In fact what they tell me from the local in Toronto is that the salary should not be less than \$300 a month.

*By Hon. Mr. Calder:*

Q. Men in Toronto do not work on salaries, they work by the day?—A. They are paid by the week.

*By Hon. Mr. Roche:*

Q. The man who occupied that position, the photo mechanical man, was he a married man?—A. Yes.

Q. So he would get the bonus in addition to his salary?—A. Yes, \$240.

Q. The question I asked you a few minutes ago—I had reference to, that promotion where you said the deputy had held it up. How long since that promotion was recommended?—A. It was quite recently. It was about a month ago I believe.

*By Hon. Mr. Calder:*

Q. I don't think that recommendation ever went to you?

Hon. Mr. ROCHE: No, that is what I was trying to get at. The reason I am asking that question is this, if I remember correctly, when Mr. Cory was giving his evidence he was asked which system he would prefer and he stated in connection with this very branch he would take the nomination, if I understood him, of say promotions and appointments from the Surveyor-General; that he was the best man to judge in that case, and drew your attention to the fact that the Surveyor-General did make recommendations for the promotion of a certain man in his own branch but the deputy head refused to sanction it, held it up because his choice was a man in another branch entirely, the accountant's branch.

Mr. CURRIE: I don't think you are putting that fair.

Hon. Mr. ROCHE: Is that not right?

WITNESS: That is exactly what happened. What happened is this: The deputy minister referred my recommendation to the superintending accountant and it was the superintending accountant or rather the controller of expenditure who reported against it, and his report was sent to me.

[Mr. E. Deville.]

Q. It was not because Mr. Cory wanted somebody else promoted?—A. No.

*By Hon. Mr. Calder:*

Q. It was because two men were each drawing salaries and this other man you refer to considered it would be unfair to promote one unless the other was promoted?—A. Yes.

*By Mr. Gauthier:*

Q. So if the deputy minister refused to accept the recommendations or the application of one of those men for places, or for a position arising in there, the Commission would never hear of the desire?—A. No, it won't go any further.

Q. It stops there?—A. Yes.

*By Mr. Ethier:*

Q. So it is the minister who at all events is the master of the situation?—A. Yes.

Q. Don't you think that the man who is head of a department,—surely if he is going to be responsible for that department he passes on such matters?—A. Certainly, I have no fault to find with him.

*By Mr. Currie:*

Q. You have no fault to find with him?—A. No. Suppose he has a dozen clerks of the same grade in the department, and you go and ask him to increase their salaries and in the interest of economy and in the interest of the country he says "If I am going to make or to give this clerk a higher grade I will have to grade the whole of them along the line, and then those others will want another jump, and you won't know where it is going to stop?—A. Certainly.

*By Hon. Mr. Roche:*

Q. You have a vacancy in a certain grade in your branch and you make a recommendation for promotion of somebody in an inferior grade to fill that vacancy in your own branch, would you have objected that that promotion should not be taken away from you and placed in another branch?—A. Yes, I suppose it went to the Commission.

*By Mr. Currie:*

Q. What was that you object to again?—A. When a vacancy occurs in my branch for instance, a man resigns or dies my contention is that the promotion should be made in the branch.

Q. Not in the department?—A. No. I think that one of those in the minor positions should be promoted to the vacancy.

*By Mr. Gauthier:*

Q. According to merit?—A. Yes, according to merit.

*By Mr. Currie:*

Q. Would you explain that promotion? There are three or four branches in your department. Now you have a senior book-keeper who dies, we will say, or goes to some other employment and leaves a vacancy there?—A. Yes.

Q. Would you think the appointment should be made right up in your department, that is his assistants should come up?—A. Yes.

Q. Regardless of any of the others in the other branches that might be senior to that assistant?—A. Yes. There are two questions to be considered. In the first place if a vacancy is given to a man in another branch I am losing one of my staff.

[Mr. E. Deville.]



Q. You are losing the appointment of one of your staff?—A. I am losing the position.

*By Mr. Gauthier:*

Q. You are losing an experienced clerk?—A. Yes, I am losing one man.

*By Mr. Currie:*

Q. How has that been happening in the department? Has it worked out that way? That you have had men sent over to you and your own men not being promoted?—A. Yes.

Q. That encourages heart burning in the department?—A. Yes. They protest against it, as against transfers. For instance if you have a man in a high position who is transferred to another branch then we are losing that position and that is one position less for the staff to look to.

Q. In other words you believe that promotion should be vertical instead of horizontal in the department?—A. Yes.

The CHAIRMAN: We are very much obliged to you for your evidence.

Witness retired.

Mr. EDGAR S. ARCHIBALD, sworn.

*By the Chairman:*

Q. What is your position in the department?—A. Director of Experimental Farms.

Q. You have a large number of employees under your control. have you?—A. About 1,200.

Q. Who of your department has the deciding voice as to who shall be appointed to those vacant positions when they occur?—A. That 1,200 includes our labouring staff. I have a very good working agreement, which by the way is not in writing, with the Commission. We have full control of the labourers.

Q. Of what you call manual labourers?—A. Yes; the same control that we have always had. We hire them on a basis of interest and efficiency. We set their wages according to prevailing rates, and the amount of money that we can afford to pay. We promote them year by year if we keep them on, according to their efficiency, a matter of half a cent an hour increase, or a cent an hour increase, depending on the class of man. We discharge them for insubordination and inefficiency as we always have.

*By Mr. Euler:*

Q. How many of the 1,200 come into that class?—A. Between 900 and 1,000.

*By Hon. Mr. Calder:*

Q. That is in all the Experimental Farms in Canada?—A. All the Dominion Experimental Farms.

Q. How many labourers have you out at the Farm here at present?—A. It is a difficult question to answer you that.

Q. 200 or 300?—A. No.

Q. Fifty?—A. No, more than that. We have in the vicinity of 146 or 148 that come in the manual labour class. It is changing from day to day. We have taken on gangs for our seeding and road-building operations. We let some of them go, but take on a greater number for harvesting, and we let them go.

Q. You have a personal knowledge as to how you get those men?—A. Yes, I direct the getting of those men.

[Mr. E. Deville.]

Q. Just tell us how you got your men this spring?—A. No difficulty in getting our men this spring.

Q. Tell us what process you went through to get them?—A. I left it entirely in the hands of the farm superintendent to accept any man who applied to him for a job, giving preference to returned soldiers, a practice we have followed since the outbreak of the war.

Q. Have you been able to get all you want?—A. All we want. We have turned away a large number of men for weeks.

Q. You did not accept all that applied?—A. No.

Q. How do you weed them out?—A. The men who look physically capable of doing hard work.

Q. I suppose he culls them as to their experience?—A. Most certainly. We carry the most of our seasonal or semi-seasonal labourers as much as possible the year around and the high standard of our efficiency of labour at present, in fact for the past two or three years, has been due very largely to the fact that we have a large retainer, not exactly old men, but men who have been with us five or ten or fifteen years, and who are as loyal as they can be and very efficient and hard workers.

Q. They come back to you year after year?—A. We try and keep them the year around. In other words, we try to balance our work to keep our best men the year around.

Q. Take your seasonal employees, your transitory employees.—A. The summer employees. We take many of those back year after year.

Q. Take the men you take on this year for ploughing and seeding and repairing fences, and all that sort of thing. Where does the Commission come in?—A. It does not.

Q. They simply give you authority under the Act?—A. I don't know if they—they never gave us written authority.

Q. Sort of a verbal understanding?—A. A verbal agreement that we should continue to handle our labourers as we always have.

Q. Let us go back two years ago. Was there any different procedure under the old law and your system now, except that you report to the Commission the men you take on?—A. We don't report to the Commission.

Q. Is that not done now even of the manual labourers you take on?—A. Not unless they get it from our accountant.

Q. As regards the class of labour to-day, and say three years ago, as regards the efficiency of that labour—were you there three years ago?—A. I have been there nine years; two years as director; one as acting director.

Q. Would you say the labour you have secured this year is any more efficient than that which you had three years ago?—A. No. The transitory summer labour?

Q. Yes.—A. No, it is slightly more efficient than last year because there is a greater supply of labour.

Q. We had a gentleman here the other day, named Mr. Patterson, who has something to do with the farm?—A. He is my assistant.

Q. He claimed to have pretty thorough knowledge of the efficiency of this labour?—A. He has been purely an office assistant for many years. He knows nothing of the outside work. He never comes in personal contact with it.

Q. He has never been out on the Farm?—A. No, he is not on the Farm.

Q. You would not say he is in position to give a statement as to the efficiency of these men?—A. Not from personal knowledge.

*By Mr. Gauthier:*

Q. I understood Mr. Patterson said he could not give direct evidence in regard to that.

[Mr. E. S. Archibald.]

Hon. Mr. CALDER: Eventually he said he was out to the Farm very frequently.

Mr. GAUTHIER: He said he could not give evidence on that.

Mr. GRIESBACH: He was giving it quite cheerfully until he was stopped.

*By Hon. Mr. Calder:*

Q. You have a class above the manual labourer, a class of gardeners, horticulturalists, not scientifically university trained men, but a man who is classed as a gardener, who has had many years' experience as a gardener. How do you get that class of man? Probably in the first place you might mention some of the classes.—

A. There are a number of classes that rank more or less the same. There is a slight difference. There is no reason why that should be a weapon. There are gardeners, plot men, head gardeners and head plotmen, herdsman and head herdsman; assistant poultrymen, and head poultrymen. It should be head poultryman and assistant poultryman, and make the classes consistent throughout. All those are more or less on a par.

Q. You have that range of employees. Are they employed annually or seasonally? —A. No, some of those are our expert labourers, some of which are really qualified in a semi-technical way because of their years of experience or because of their splendid training in the Old Country, such as our gardeners.

Q. Your herdsman?—A. They are most often Old Country trained herdsman.

Q. Do they get a weekly wage or a daily wage?—A. Weekly wage

Q. They are classified under the law with a range of salaries?—A. Yes.

Q. How do you get those men?—A. In a more or less circuitous manner. If we advertise for any of those men as we have occasionally—

Q. Give me an example where you have advertised for a gardener, or a head gardener, or a plot man or a head plot man, or a poultryman or an assistant poultryman.—A. Yes.

Q. Which one of those did you advertise for?—A. We are advertising almost constantly.

Q. Give me one you advertised recently that has been filed?—A. The poultryman at Lacombe is one of the most recent ones.

Q. How many applications did you get in?—A. I cannot tell you exactly.

Q. A number?—A. No.

Q. Very few?—A. No. I am not sure whether there was more than the one man or not.

Q. Can you think of any advertisement where you got in more than one application?—A. Oh, yes.

Q. Well, you tell us what it was? Let us get right down to your Farm here. You advertised one here?—A. No, we have no vacancies.

*By Mr. Currie:*

Q. Have you had any vacancies on any of the staffs you referred to here lately? —A. A year ago we had a vacancy for head plotman at Ottawa. He was appointed by promotion.

*By Hon. Mr. Calder:*

Q. Did you advertise that?—A. It was advertised locally.

Q. How many applications came in?—A. None. Just the one.

*By Mr. Currie:*

Q. You said you got those men by circuitous circumstances. Describe the circumstances?—A. The idea is to protect the position first. That is our first consideration.

[Mr. E. S. Archibald.]



*By Hon. Mr. Calder:*

Q. What do you mean by that?—A. To protect the work.

*By Mr. Griesbach:*

Q. What do you mean by that?—A. By having a good man in charge.

Q. You want to be sure the right man gets the position?—A. We lost our poultryman at Laçombe; had we waited to advertise the position and go through all the formalities before getting another man to feed the hens, we would not have had many left.

*By Mr. Currie:*

Q. You would never have had any hens left there at all.—A. We had one assistant poultryman on a branch farm whom we could spare. We moved him there to feed the hens in the meantime. We found he was a man who was capable of taking the responsibility of doing the routine work. We went through all that, or we would not have moved him.

*By Hon. Mr. Calder:*

Q. You moved him and recommended his appointment and his appointment was made?—A. We removed him temporarily. We went through the formality of advertising the position; we saw that he put in his application, and he was selected. It was satisfactory, but a very long and very costly method.

Q. In the month of April if your head gardener died you would do the same thing?—A. Absolutely. The only way we can protect our work is to promote the best man we have in sight, or if we could not find a good man try and get a man on a temporary basis in order to carry on the work. If he proved satisfactory then we proceed to the routine of having him appointed permanently.

Q. Have you had any difficulty with the Commission in making a temporary appointment to take care of your work?—A. No.

Q. They have recognized the peculiar character of your work, and they have met you?—A. I cannot tell you what is the arrangement between the deputy minister and the Commission as to the temporary appointments on the thirty-day or sixty-day basis, but I know we have had no difficulty.

Q. What is the advantage in having the Commission apply the principle either in those permanent or temporary appointments as far as this class of herdsmen's positions and poultrymen's positions, and so on, is concerned? What advantage is there in having the Commission?—A. I have seen none so far.

Q. Do you see any disadvantage?—A. Yes.

Q. What is that disadvantage?—A. The delays in appointments. If any applicant happens to come in who was about equally satisfactory to the men whom we have on temporarily and if the examining board happened to choose him it would naturally cause confusion and so on, not so much in any promotion we have made as to the constant and unnecessary changing of men. Changing of men on any technical work, that is, foremen who are supervising or carrying out the details of the experimental work, is disastrous.

*By Mr. Gauthier:*

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Q. Was your staff as efficient before the Act passed as it is now?—A. Or more efficient, because of the fact that we had practically a full staff. We lost practically twenty-six of our technical men; eight semi-technical men.

*By Hon. Mr. Calder:*

Q. Men above this class?—A. We lost twenty-six of those, due largely to classification.

[Mr. E. S. Archibald.]

Q. They did not regard the salaries as high enough?—A. Either the salaries or the salary ranges, that is, insufficient promises were held out.

*By Mr. Currie:*

Q. No inducement?—A. No inducement.

Q. You are a technical man yourself?—A. Yes.

Q. Where are you from, Ontario?—A. Nova Scotia.

Q. What college?—A. Acadia, in Arts.

Q. What agricultural college are you from?—A. Guelph. We have twelve vacancies which exist at the present time, many of which we are advertising at the present time, all these technical positions, no semi-technical positions; some have been advertised for some time and no applicants.

*By Hon. Mr. Calder:*

Q. If you were not required to advertise—in other words, if you had the authority to go out and get the man you want, do you think you could get him without much trouble?—A. For the technical or the semi-technical men I would not consider advertising until I was sure that one or two men who would be satisfactory would apply.

Q. Is not that all merely more or less camouflage? That is, in other words, you go out and see these men and you say, "Now, here is a certain job and we want you if at all possible to get that position. You are qualified and, for goodness sake, put in your application, so we can get you appointed." Is that practically what you do?—A. Yes.

*By Mr. Currie:*

Q. You have a certain amount of diffidence in taking a man like that who is probably in some other promising position and putting him in there temporarily not being absolutely sure of being appointed?—A. No, we don't put anybody in temporarily, not technical men.

Q. You could do so if you wanted to?—A. I think so.

*By Hon. Mr. Calder:*

Q. Your scientific horticulturists, your entomologists?—A. The entomologist is not under the Experimental Farm.

Q. From your experience will the type of man you want to get in the service respond to those advertisements?—A. Not as a rule.

Q. Why not?—A. Occasionally a man is so dissatisfied with his position that he is looking for something else. The men we want are not men who are looking for a position, but men who are sufficiently interested in the particular type of work so that they would be loath to leave that work. Those are the men we want in our service.

*By Mr. Gauthier:*

Q. A man who makes a profession of such a branch?—A. Who are professional men with a future in view.

*By Hon. Mr. Calder:*

Q. Do you find in that business that this idea prevails among many of the scientific men?—A. After all, it is not so much the salary with them as the good opportunities to carry out work along their lines. That undoubtedly was the feeling practically of our technical men a few years ago. The unsettled conditions of the world, due to world conditions and due to reclassification also, has in very large measure spoiled that amongst a certain class of our men.

[Mr. E. S. Archibald.]

Q. Previously that condition prevailed to a large extent?—A. Under pre-war conditions that was the sentiment.

*By Mr. Currie:*

Q. A man went into the department. He was put in a certain branch of experimental work, and he made it practically a life work?—A. Yes.

Q. It has taken years to get certain grades of wheat out, experiment after experiment, year after year, and he wanted to be in such a position that the position was secure and everything going along all right with him, his money would be coming along and he could devote all his time to this work, instead of worrying over his purse?—A. Yes.

*By Hon. Mr. Calder:*

Q. Suppose the head of your branch at Indian Head resigned to-morrow and you want to appoint a successor, what process would you go through?—A. We would try to find a man who was capable of taking the position, who would respond to an advertisement.

Q. You would have to send your application to the Commission, advising them that this vacancy exists?—A. When I apply for the advertising I would. We have a vacancy at Swift Current at the present time. We have a new farm established there. I am attempting to get a man who can solve the problem for the benefit of the settlers in South Western Saskatchewan.

Q. They have real problems there?—A. Tremendous problems.

*By Mr. Currie:*

Q. Dry farming?—A. Dry farming under extreme conditions. I cannot locate a man who has experience who will consider the appointment.

*By Hon. Mr. Calder:*

Q. If that were thrown open to competition in the province of Saskatchewan don't you think you would have many applications?—A. We would have lots of applications, yes.

*By Mr. Argue:*

Q. But you might not get the man who would be capable of filling the position?—A. We would get applications from ex-blacksmiths, veterinarians, men who have been in some little touch with agricultural pursuits in a small way, but as regards men who have had the equivalent of college training and years of experience in experimental work, and thorough knowledge of dry farming conditions, there are only two or three in the province of Saskatchewan to-day.

*By Hon. Mr. Calder:*

Q. As a matter of fact, I presume Western Canada and probably Eastern Canada as well, have men with the knowledge and the necessary character and experience and ability to fill that job, and when you find that man you will go to him and say "Will you put in an application in response to that advertisement, because we would like to get you very much to fill the position." That is what you are actually doing?—A. We have actually made this proposition to two or three men and they have turned it down on account of the salary.

Q. Do you say they were two or three men qualified to do the work?—A. They were not in Saskatchewan. One was in Saskatchewan, and the other one was—

Q. They refused to accept the position?—A. Yes.

Q. Why?—A. On account of classification.

[Mr. E. S. Archibald.]



*By Mr. Euler:*

Q. What salary would they have to start off?—A. \$2,200.

*By Hon. Mr. Calder:*

Q. Did they get a free house?—A. Yes, a house, light and fuel.

Q. The stuff from the garden?—A. No, nothing saleable.

Q. He could have his own garden, nothing to stop that?—A. One man in particular who was a superintendent of ours for a number of years and he left our service, might be available. He spent seven years with the Experimental Farm as superintendent. He was a good man and he is rated as one of the strongest men in Western Canada at present, particularly from a dry farming standpoint. He is an ex-college professor as well as a professor of agriculture, but he would have to start at \$2,100 again, at the minimum, although he had already seen seven years' experience in the same business on another farm.

Q. Have the advertisements appeared for this Swift Current position?—A. No.

Q. Not yet?—A. No.

Q. As soon as the advertisement would appear and ten applications came in, and this man you would have in mind put in his application, then I would suppose from the evidence that the Board consisting of agriculturalists, scientific men, they would have all these applications before them and the chances are Dr. Grisdale, previously in charge of the Farm, would be the person to examine those ten applications, coming from all classes of men, and you would have induced one man to put in an application, the man you want. You would know his peculiar qualities and so on, that in your judgment would require him to be appointed. I wonder what would happen to the other nine applications when they came before that Board?—A. We have had a case of that kind where the man we wanted was very highly recommended by the deputy minister and by myself and he was turned down.

*By Mr. Euler:*

Q. Why was he turned down?—A. Ask the examining board.

Q. Who are the examining board?—A. It was for an assistant position. It consisted altogether of eastern men. They knew nothing whatever about farming conditions in Alberta.

*By Hon. Mr. Calder:*

Q. Who were on that board?—A. There were three strong men on the board so far as Eastern conditions were concerned.

Q. Who were those men?—A. Mr. Barton, Mr. Zavitz and Dr. Creelman, who was president of the Agricultural College.

*By Mr. Griesbach:*

Q. Where do they sit?—A. It was reconsidered and the file was sent to them in turn by mail for re-consideration,

*By Hon. Mr. Calder:*

Q. They had not an opportunity to get together to sweep the United States when re-consideration took place?—A. Two of them are at the Agricultural College at Guelph.

*By Mr. Currie:*

Q. Who got the job?—A. None of the applicants at that time.

Q. They turned them all down?—A. I turned down the man that was appointed.

[Mr. E. S. Archibald.]

Q. Who was he?—A. There was a returned soldier appointed. It is the only case where I was compelled because of the responsibility of the position to refuse to give a returned soldier at least a trial, and I might say that all who have been appointed have made good; they are still with us.

*By Hon. Mr. Calder:*

Q. Why did you turn this man down? He was sent across to you. He came in and said "I am ready to go to work" did he?—A. No, I did not meet the man after he was appointed.

Q. Why did you turn him down?—A. Because he had not the qualifications.

Q. What qualifications did he lack?—A. He had had no experience in Central Alberta, which was essential, which was called for in the advertisement. He had no reputation as a live stock man or otherwise. He had no prestige. He was not known.

Q. He was a student out of the school?—A. He was a man who had recently graduated from the Agricultural College just before going to the front.

*By Mr. Euler:*

Q. Would it be fair to sum up your objections to the present system as follows, that your difficulties arose because of the fact the classification is not high enough? That would be one reason?—A. Many of those have been corrected by the Commission in the last year.

Q. You have not much fault to find with that now?—A. There are a few outstanding cases, but they have certainly dealt very fairly with them.

Q. When you mentioned delay. Is that a serious objection?—A. Very serious. We have a case very recently. There are two vacancies in the Animal Husbandry Division at Ottawa, the division which should be our strongest, where animal husbandry is one of the strongest items.

*By Mr. Currie:*

Q. How many cows do you carry?—A. About 145. We carry from 500 to 1,000 head of live stock under experiment, and this is headquarters. The work in our Experimental Farm is more or less linked up and checked up in a system which is theoretically the best in the world, and which, if perfected, will be the best in the world, the greatest amount of work with the greatest economy, with the lowest possible waste of time.

*By Mr. Euler:*

Q. You have two vacancies, one is an assistant for the province of Quebec?—A. We have four experimental farms and a large number of illustration stations in the province that are doing good work, and because of the large amount of work to be done we find it is better for us to have one assistant who is specializing in animal husbandry for the province of Quebec, assisting and in laying out their experiments and checking them up. We lost a very good man a short time ago due to classification. By the way he went over to another branch.

*By Mr. Ethier:*

Q. How many did you lose in your department?—A. We have lost twenty-six technical men.

Q. On account of classification?—A. Largely. He did not dislike the work, he just went over to another branch of the department of Agriculture. We advertised the position after we located two French-speaking—I think they were both French boys, that is province of Quebec boys, who had had really good college training, men who seemed to be just the quality of men we wanted. One was a graduate from Guelph, this month, and the other is graduating from Ames this month. We had the

[Mr. E. S. Archibald.]

position advertised and those two men applied with two others. A board was appointed, but I discovered the personnel of the board, two veterinarians from this city, men who knew nothing about technical agriculture, naturally about the province of Quebec, or its needs.

*By Mr. Ethier:*

Q. Who appoints those boards?—A. The Commission. I presume. We knew nothing whatever about the board or its personnel. Mr. Rothwell was called before the board before they made their final decision. Mr. Rothwell was my successor in animal husbandry. We discovered that there were those two men who were about equally well qualified. One, a returned man, was qualified and was given first consideration. He had about the same qualifications as the other man who was graduating from Ames. Before we got word to him—he had agreed to apply for the position sometime before the position was advertised—before we got word to him that he would be appointed, he had already accepted another position in the province of New Brunswick and before we got word to the other man at Ames, a letter was received stating that he had withdrawn his application. Now we have to proceed to advertise the position again.

*By Mr. Euler:*

Q. The matter of delay is in your opinion the more serious objection. So far as classification is concerned, that is not so serious. The delay is the serious objection, and also that some appointments that are finally made by the Commission are not satisfactory. Is that correct?—A. No, I would not say that. One of the cases was originally unsatisfactory.

Q. Do you say that delay is the most serious objection?—A. With the technical men?

Q. Yes?—A. Yes, and as the result of the delay we lose lots of men whom we could get.

Q. And the salaries under the classification, and the qualifications of those who are now appointed are serious in less degree?—Oh, yes, if men are appointed, we have the option of turning them back to the Commission after six months' test.

Q. Do you see any merit in the present proposal to relieve you or the Deputy from the responsibility of making those appointments, throwing it open to the Commission?—A. I see no merit. We are about the only organization in the Federal Department that knows the needs of the technical men, and knows all the requirements. The Commission has no organization, no machinery to root out those men.

Q. In making all those recommendations, are you subjected to any political influence at all?—A. At present?

Q. Yes?—A. No.

Q. Were you under the old conditions?—A. I do not know, because I have only been director for two years. My predecessor might, but not to my knowledge. Dr. Grisdale is the Deputy Minister, and probably he could tell you that.

*By Mr. Currie:*

Q. Yours is one department that the politicians keep their hands off, your technical men?—A. As a divisional chief for seven years, and as director for two years, I have never had any trouble whatever in getting semi-technical or expert labourers, that is in getting men appointed if I can find them, either under the old or under the new regime. Under the present regime, the difficulty is in appointing those men—

*Hon. Mr. Calder:*

Q. In view of your statement, if the members of the Commission sat down with yourself and Dr. Grisdale, and one or two others with you, and you could reach a

[Mr. E. S. Archibald.]



decision as to the classes of your employees that might very well be taken from under the jurisdiction of the Commission; if you got together as reasonable men and worked the thing out so that the service would not suffer?—A. I cannot speak for the Commission or for Dr. Grisdale, but I know I would be very willing to meet the Commission, or the Deputy, or any other part of the department in order to reach a good working agreement whereby we could get our appointments of technical men.

Q. You have not had much trouble so far in working these things out with the Commission? You must not forget this Mr. Archibald, there have been thrown upon the Commission certain responsibilities, and the responsibility in your case was to get everyone of your employees, and they did get them under the law. Now, after operating for a year or two if you could get together and work this thing out so that you could get along without those delays and that sort of thing?—A. I see no way whereby under the present machinery we could get our technical men more quickly. I do not know that the Commission is responsible for it, but there is one thing, we are facing a very serious proposition as regards those semi-technical men or trained manual labourers, herdsmen, gardeners, plotmen and the like. Under the new blanketing order those men who have been with us year in and year out as permanent, faithful loyal servants, as much as our technical men or divisional chiefs or superintendents, these men have been called temporary men, and under the blanketing order they are getting no increase every year. They have been led to suppose that when the classification was finally adopted, it would be antedated to April 1st, 1919, but under the Commission's ruling as regards those who were temporary men and were made permanent under the blanketing order, it is dated to April 1st, 1921. Now, I feel sure that after this week there will not only be a flood of indignation from those men, but we will lose some and the efficiency of the others will be very materially interfered with, for a time at least. It is unfair. They have been permanent men in just as great a sense as I am, and they have been promised—

*By Hon. Mr. Calder:*

Q. Why was it necessary to differentiate in this respect, Dr. Roche?

Hon. Dr. ROCHE: The Commission did not decide as to whether the men were permanent or temporary. We asked the Justice Department for a decision, and we submitted that decision to each department, and they made their own selection of those who came under the ruling of the Justice Department as to what constituted permanent employment and it was acted on in accordance with that.

Q. Do you think that any change in the law is required to improve a situation such as that, which may exist in other departments as well as in this department?

Hon. Mr. ROCHE: It is going to be very difficult to do so and apply it uniformly, because thousands were blanketed under that order who have never qualified in the usual manner.

WITNESS: How can a herdsman qualify?

Hon. Mr. ROCHE: Some of those were temporarily occupying positions that really required an examination of some kind, and the Government, after consultation with the Commission, thought it would scarcely be right or proper to recommend the antedating of the classification to 1st April, 1919, in the cases of all those who were so blanketed and who did not come in in the ordinary way. Therefore, the date of their permanent employment has been fixed by an Order in Council, not by a ruling of the Commission, at 1st April, 1921, so that their first annual increase will come on 1st April, 1922.

Hon. Mr. CALDER: That was made applicable to all departments?

Hon. Mr. ROCHE: To all departments. Some 3,00 were blanketed in the service.

Hon. Mr. CALDER: Let me give an illustration. This took place in all the departments. For years past we have had a class of civil servants in all departments who were really classified as temporary employees. A large number had become

[Mr. E. S. Archibald.]

permanent in all the departments. There were many of those people who were really permanent officials. They had been there for years, and they had not been appointed previously by Order in Council. They were not appointed directly by Parliament. Many of them were paid out of the general appropriations. Is that right?

Hon. Mr. ROCHE: Yes.

Hon. Mr. CALDER: The time came when we had to decide what should be done with those people, and instead of carrying on in the old way we decided that, in so far as those employees who had been in the departments for years, those recognized as necessary employees should be made permanent, notwithstanding the fact that they had not previously passed certain examinations under which, ordinarily, civil servants are brought in. I remember that I was present at a conference with the deputies and the Commission when we threshed the whole thing out, and came to a conclusion as to what should be done to meet that situation. Finally, the necessary recommendation was made to council, and approved by Council, and that blanketing process, as it has been called, has been carried out. The question I wish to ask Mr. Archibald is this: Unless we are prepared to open the door in all departments, as you suggest, we cannot very well deal with yours separately.

WITNESS: Nevertheless, I can say with my responsibility for the experimental work that if those people think there is something radically wrong we will either lose the efficiency of the men, or lose their services altogether and have to replace them with untrained men. Those men who have been classified at \$80 a month, which is the minimum for herdsmen and husbandmen, with a bonus it is true, actually get less than the labourers under them for the period 1918, 1919, 1920 and 1921. They have stayed largely because of the promise made "There is the permanency, you have had the experience, you love the work, you know those animals and you know how to treat them." When we held out these inducements they stayed. Suddenly they are faced with no increases for another year or two, and they are getting less than the day labourers under them. It is an evidence not so much of broken faith, but an evidence of lack of appreciation. Is it any wonder that they will give less efficiency or that they will leave the service altogether in disgust? We are just facing that problem now and in the next week or so we may have to replace a lot of those semi-technical or expert manual men.

Hon. Mr. CALDER: On the other hand, let me give an illustration. There is an employee in my department who came in seven years ago, a temporary employee who has been carried along all that time as a temporary employee without passing the necessary examination to entitle him to be classed as a regular employee in the department. He was carried along temporarily. So far as that person is concerned, we decided, after he had been in the department a number of years, notwithstanding the fact that he had not qualified, that he had not written an examination, that his services should be continued if the position was necessary, and he was doing satisfactory work, and we would make a permanent appointment beginning on the 10th November, 1919. How can we consider that individual different from one of yours?

WITNESS: He had an opportunity to qualify, had he not? He had an opportunity to take an examination, but for herdsmen and gardeners, when who have taken an apprenticeship of 10 years or 15 years, and who finally got into our service and filled the requirements, there are no examinations to test them. You cannot compare them with a stenographer.

Hon. Mr. CALDER: I see the difference.

WITNESS: There is no examination to write with those men. There are examinations for the men in our clerical branch of the Farm, and it is quite true that they have had an opportunity to qualify.

Hon. Mr. CALDER: Could this be dealt with by an order-in-council Dr. Roche, without changing the law.

[Mr. E. S. Archibald.]

Hon. Mr. ROCHE: Yes, it could be done by giving a more liberal interpretation to the law.

Hon. Mr. CALDER: When you asked the Justice Department for an opinion was it an opinion as to the effect of the order-in-council, or was it an opinion based on some section of the law?

Hon. Mr. ROCHE: It was for an opinion as to what constituted permanency in the Civil Service. You remember that at our conference Mr. Newcombe was present.

Hon. Mr. CALDER: I remember. It seems that Mr. Archibald has put up a case here that is well worth considering.

Mr. CURRIE: He certainly has a grievance.

Hon. Mr. ROCHE: If you applied it uniformly to the thousands who were blanketed under the order, it would mean an additional expenditure of hundreds of thousands of dollars.

*By Mr. Currie:*

Q. Cannot you make up another class for them, make a new classification for those men?—A. It is not a question of classification, it is a question of application.

Hon. Mr. ROCHE: If you make a departure for those men we would be besieged with similar requests from every Department of the Government.

Hon. Mr. CALDER: The only thing that I would suggest at present is that the whole situation be reviewed with a view to seeing whether we could do anything with those cases, how it would affect other Departments, what the cost would be, and the number of people who would be affected.

*By Mr. Currie:*

Q. These men are semi-technical, or technical?—A. They are really not technical men at all but because of their really high education or long apprenticeship they have taken on a semi-technical value to us.

Q. They are semi-technical?—A. Some of them, but really the classes are expert labourers.

Q. High class labourers?—A. Yes.

*By Mr. Argue:*

Q. There is no examination that you could put them through?—A. Oh, no, they passed an examination when we got them in our employ. A man who is an efficient gardener and can satisfy Mr. Macoun or our superintendents that he is efficient, has passed all the tests that can ever be put to him, because there are no people in Canada as capable of putting him through a test as Mr. Macoun and our superintendents who are doing horticultural work. The same thing applies to the husbandmen, the plant pathologists or the men engaged in the cereal work.

*By Hon. Mr. Roche:*

Q. Those men that you refer to were appointed by the Deputy or by the Minister?—A. Yes, almost all.

Q. And it was the Deputy Minister of Justice who would not recognize that as constituting a sufficient authority for making the men permanent?—A. Yes. I realize the position of the Justice Department as to temporary employees, but nevertheless the confusing of men of that character with temporary stenographers or others who could have qualified according to the law was unfair and unjust to those men. I may say that so far as the cost is concerned, the Department of Agriculture is probably not capable of flogging the bills for any extra cost that might be entailed to the country, yet it is very easy for us to lose \$50,000 or \$100,000 as the result of

[Mr. E. S. Archibald.]



changing our herdsmen or gardeners. Not only in the matter of labour, but in the loss of animals, we might lose a few hundred thousand dollars. It does not matter how good your technical men may be, or how good the labourers are, the herdsmen and plotmen or gardeners are either going to be a credit to us or a complete deficit.

Q. You gave one illustration to show Mr. Calder how the Examining Board had determined who should be appointed with those qualifications for a certain position and how you would not accept the man. Did you introduce any competitor but that returned soldier who was declared as having the necessary qualifications to apply? Did you introduce any competitor?—A. Yes, I introduced a man by the name of Grisdale who happened to be a brother of the Deputy Minister, but who happens at the same time to be the best man in agriculture in the province of Alberta, a man whose reputation is outstanding, and who would have accepted this position.

*By Mr. Currie:*

Q. An old man?—A. No, a young man about my own age. He would have accepted this but would not accept it later when he was turned down.

*By the Hon. Mr. Roche:*

Q. The Examining Board, consisting of the gentlemen mentioned by Mr. Archibald thought that he was very well qualified?—A. Not for western conditions.

Q. They had an advertisement setting forth the qualifications for this position, compared the qualifications as set forth by the applicants, and they decided that the returned soldier had the qualifications. So how embarrassing it would have been for the Commission to have passed over that man so recommended and to have taken the man recommended by the department, who was a brother of the deputy minister. We would have been open, I am sure, to very severe criticism?—A. You have been severely criticised in any case.

Hon. Mr. ROCHE: There is another point in that connection that the Commission did not feel quite satisfied about. The Act states, in fact insists that a man should be taken on, when he is appointed, on probation and rejected if his services prove unsatisfactory. The man was never allowed to prove whether he was satisfactory or not. That was the point in regard to which the Commission felt the department had exceeded their jurisdiction. Having declared, as we did, after the report of that Examining Board, that this man had the necessary qualifications, and he being a returned man, the least the department might have done was to have given the man a trial.

*By Mr. Scott:*

Q. Is it not a fact that in connection with the probationary system there are some things that it would be very desirable to do. For instance, I can recall an instance. You put a man on trial for certain work, and you take a man who is worthy of the position who would accept it under those conditions?—A. That was the consideration in this particular case. He was the head of an institution that stood for advanced agriculture, the best in agriculture in the province of Alberta, and to head of an institution and put him on probation. There would be very few men put in not only an unknown man, but a man who had not fully qualified, as advertised, by having a thorough and intimate knowledge of farm stock conditions in Alberta—for he had never lived there—it made no difference to me what the Examining Board thought who appointed him, or what the attitude of the Commission was. The question was was it wise to risk for a period of two or three months, to conform to the law, to risk the whole farm establishment and thousands of dollars, about \$80,000 worth of live stock, and something over 60 experiments that were going on, in the hands of one who had not qualified in the slightest degree, who had never had experience in experimental work of any kind.

[Mr. E. S. Archibald.]

*By Mr. Johnston:*

Q. Who was carrying on the work?—A. An assistant who had been under Mr. Hutton, one of his superintendents. He had been assistant under him for five years, and surely five years' training under the best man was a better guarantee of good work than risking the position to a man who knew nothing about experimental work, and who knew nothing about conditions in the province.

*By Mr. Currie:*

Q. Where was that located?—A. At Lacombe.

*By Mr. Johnston:*

Q. He was a graduate of Manitoba Agricultural College?—A. An Agricultural College education is nothing but an introduction to experimental work.

Q. Do they not have some knowledge of experimental work?—A. Practically none.

Q. What eventually happened at Lacombe Farm? Who is in charge now?—A. We eventually promoted an assistant from another farm, a very good man.

*By Mr. Scott:*

Q. Your opinion is that in positions of that kind, it is only someone with a very intimate knowledge of the position who is in a position to make a proper selection?—A. Absolutely.

*By Hon. Mr. Roche:*

Q. You mentioned the Agricultural College at Guelph in connection with resignations from the Government staff. Have there not been quite a large number of resignations from the Agricultural College at Guelph too?—A. Yes, a few.

Q. I think that I noticed a statement by one of the heads of the College that they had 19 resignations within a year?—A. Yes.

Q. So that they could not blame our classifications for that?—A. Oh no, they have a classification problem of their own.

Q. A large number of technical men have resigned during the past few years.—A. Due to the same cause no doubt, though as you know there were many of our men who for the difference of \$100 or \$200 in classification would have stayed.

Q. Do you know of any men who have left and who are now desirous of getting back again in your department?—A. Yes, three.

Q. And the same condition prevails in other departments?—A. I have no doubt.

Witness retired.

The Committee adjourned until Wednesday, May 18th, at 11 o'clock.





SPECIAL COMMITTEE

ON

Bill No. 122

An Act To Amend The Civil  
Service Act, 1918

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MINUTES OF PROCEEDINGS AND EVIDENCE

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No. 13.—Thursday, May 26, 1921

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Third and Final Report with Appendix



SPECIAL COMMITTEE ON BILL No. 122, AN ACT TO AMEND THE  
CIVIL SERVICE ACT, 1918

MINUTES OF PROCEEDINGS

THURSDAY, May 26, 1921.

The Committee met at 4 o'clock p.m. Present:—

Messrs. Spinney (in the Chair), Argue, Calder, Charters, Chisholm, Cruise, Currie, Deschene, Denis, Ethier, Euler, Gauthier, Griesbach, Johnston, Kennedy (Glengarry), and Scott.—16.

The Committee proceeded to the consideration of the draft report prepared by the sub-Committee appointed for that purpose; the report was read clause by clause and certain verbal amendments were made thereto.

Mr. Griesbach moved, seconded by Mr. Charters that the said Draft Report be adopted as the Report of the Committee, and the question being put the Committee divided as follows: Yeas, 8, Nays, 4. The Chairman, declared the motion carried in the affirmative.

*Ordered:* That the said Draft Report be presented to the House as the Report of the Committee, together with the Minutes of Proceedings and Evidence, and certain statements filed by the Civil Service Commission, and Department of Agriculture.

The Committee adjourned at 6.15.

E. K. SPINNEY,  
*Chairman.*

THIRD AND FINAL REPORT OF THE SPECIAL COMMITTEE ON BILL  
No. 122, AN ACT TO AMEND THE CIVIL SERVICE ACT, 1918.

The Special Committee to which the Bill No. 122, An Act to amend the Civil Service Act, 1918, was referred, begs leave to submit the following as its THIRD AND

FINAL REPORT:

Your Committee in compliance with its instructions has held eighteen meetings and examined twenty witnesses as follows, viz.:

E. L. Newcombe, Deputy Minister of Justice;  
W. W. Cory, Deputy Minister of the Interior;  
Hon. W. J. Roche, Chairman, Civil Service Commission;  
Alex. Johnston, Deputy Minister of Marine and Fisheries;  
R. M. Coulter, Deputy Postmaster General;  
P. T. Coolican, Inspector, Post Office Department; Ottawa Division, (now Superintendent of Western Division);  
F. C. T. O'Hara, Deputy Minister of Trade and Commerce;  
D. G. Scott, Deputy Minister of Indian Affairs;  
C. Camsell, Deputy Minister of Mines;  
R. R. Farrow, Deputy Minister of Customs and Excise;



General W. S. Hughes, Superintendent of Penitentiaries;  
 K. M. Cameron, Assistant Chief Engineer, Department of Public Works;  
 D. A. Clark, Assistant Deputy Minister, Department of Health;  
 O. Higman, Director of Electricity and Gas Inspection;  
 J. C. O'Connor, President Civil Service Federation of Canada;  
 F. W. Patterson, President, Associated Federal Employees of Ottawa;  
 C. G. MacNeil, Dominion Secretary, Great War Veterans' Association;  
 W. Foran, Secretary, Civil Service Commission;  
 E. Deville, Surveyor General;  
 E. S. Archibald, Director, Experimental Farms.

#### EVIDENCE, ETC.

Your Committee submits herewith as Appendix to their Report:

- (a) The evidence adduced; and Minutes of Proceedings.
- (b) Certain statements handed in at the request of the Committee by the Civil Service Commission and by deputy heads of departments.

#### DUTIES AND POWERS OF COMMISSION

The Civil Service Commission is constituted by and receives its powers from The Civil Service Act of 1918, and amendments thereto. Under these statutes Parliament placed the civil service throughout the whole of Canada including all classes of employees from the highest to the lowest under the jurisdiction of the Commission as regards classification, appointment, promotions, salaries, transfers, etc., with the exception of the employees of Government railways and persons employed on Government boats.

It is to be noted that in taking this action in the direction of Civil Service reform Parliament has gone very much farther than the Government of Great Britain or the United States. In brief Canada now has on its statute books a more radical and advanced measure of Civil Service reform than any other country in the world.

In the United States the policy adopted was to make a beginning in the elimination of political patronage by bringing certain classes of employees under the jurisdiction of a Civil Service Commission. As the Commission gained in experience and as its organization has broadened and improved other classes have from time to time been added but a very large number of various classes of employees have not as yet been brought under its jurisdiction. The same is true, but not to the same extent, in Great Britain where special provision is made for the exemption of professional and other employees with special qualifications as well as other classes.

Here in Canada under the existing law the Commission is required to classify and describe the duties of every individual employed by the Government in any capacity from an office boy to an astronomer. This has been a gigantic task. Some sixteen hundred classes or positions have already been evolved and their salary schedules fixed.

The fixing of these classes with the accompanying salary schedules involved the right of appeal upon the part of employees who were dissatisfied. Thousands of appeals poured in and some hundreds of them still remain to be heard.

Again under the law the Commission is required to examine and qualify all persons applying for positions in the public service or seeking employment of any character in any branch of the service throughout the whole of Canada.

The Commission is further charged with the duty of making appointments to all position in every branch of the service upon examination or by some other competitive method. Similarly it is required to deal with all promotions.

It is also compelled by statute to determine all questions of increases in salaries, of leaves of absence, and the matter of transfers from one department to another as well as all transfers, which involve a change of residence.

This brief summary of the chief duties and responsibilities of the Commission which Parliament suddenly cast upon its shoulders will give some slight indication of the volume of work as well as the many problems and difficulties that confronted the Commission when the Civil Service Act of 1918 became operative.

The evidence shows that the staff of the Civil Service Commission has been increased from time to time. That its expenditures with respect to salary and other expenses has steadily grown. Particulars of those expenditures are set forth in Appendix "A" and "E" hereto. In addition it may be pointed out that the operations of the Commission have resulted in an increase of staff in the various departments of the Service involving serious additional expenditures.

### POLITICAL PATRONAGE VS. EFFICIENT PUBLIC BUSINESS

Throughout the inquiry conducted by your Committee, two dominant ideas were continuously manifest. These briefly stated were:—

1st. That the adoption of the principle of elimination of Political Patronage throughout the Civil Service was sound and should be retained.

2nd. That when the application of this principle seriously affects the prompt and efficient administration of public business, the interest of the State and not the interest of the Civil Service is paramount and that this factor should be taken into consideration in any proposals to amend the existing law.

### THEORIES AND PRACTICE RESPECTING APPOINTMENTS AND PROMOTIONS

Two opposite theories of appointment and promotion were advocated throughout the inquiry. The Commission appear to take the view that they are required by law to observe closely the principle that every sort of employment in the gift of the Government of Canada, from the highest to the lowest, must be thrown open and made available to all the people of Canada, upon the basis of competitive examination.

The Commission appeared to support this principle and urged on behalf of the same that it was the democratic idea. On the other hand, your Committee found that all civil servants examined were firmly of the opinion that promotion ought to run throughout the department, that the junior employees should be promoted to higher positions, and that a man or woman should enter the service while young and should work his or her way from the bottom to the top, adopting the service as a life work and a career.

In examining the practical application of these two principles which, it will be observed, are more or less opposed to one another, we found that when a vacancy occurred whether of a minor or major character, a very common practice is for the deputy head of the department to put forward the name, qualifications or ratings of one or more persons for promotion to fill the vacancy in question. The Civil Service Commission then advertises the position and thereby conforms to the democratic principle above laid down. The evidence disclosed the fact that although persons outside the service frequently applied, yet in such cases where the vacancy existed in a large classified service, persons suggested by the heads of the branches or the deputy ministers almost invariably received the appointment.

Your Committee have no fault to find with the general results of this policy, but we are obliged to point out that there is a good deal of deception in the method above outlined and further that it lends itself to unnecessary expense in advertising, to delays in making appointments and promotions, and to a certain degree of hard-

ship in so far as outside applicants are concerned. As from the evidence it would appear that in filling many positions the Commission is largely guided by the recommendations or representations of the deputy heads of departments and their responsible officials, your Committee submits that it would be in the public interest as well as in the interests of the civil service itself if the Commission by regulation or otherwise adopted a more direct method of dealing with certain classes of these appointments and promotions.

#### OLD VS. NEW CONDITIONS

During the course of the inquiry your Committee was repeatedly called upon to consider whether or not the civil service, under the Commission, was more efficient than it was under conditions which prevailed prior to its establishment. All of the witnesses examined by your Committee gave evidence on this point. It may safely be observed that the weight of evidence clearly indicated that the civil service was not less efficient under the Commission, generally speaking, than it was under conditions prevailing previously. On the other hand, several witnesses were positive that the service generally was more efficient.

Your Committee sought to ascertain to what extent the public service had been hampered, hindered or delayed by the Civil Service Commission in the matter of making appointments or filling vacancies. All witnesses were questioned upon this point. Some of them had no serious complaints to make, but others had. They discussed at length the circumlocution of the Commission in such matters and supplied statistics showing that exasperating delays had taken place in many instances. This is illustrated by the statement of the Department of Agriculture, attached hereto as Appendix "C." Your Committee is satisfied that in many cases the public service suffered by reason of these delays. In respect to this aspect of the case, the Commission claimed that these delays were due chiefly to the large volume of work which had been laid upon them and the necessity that classification should precede all other work.

#### PROPOSED EXEMPTION OF CERTAIN CLASSES

In the Bill submitted to your Committee for consideration it is suggested but merely by way of illustration that three classes of employees should be exempted from the operation of the Civil Service Act, and your Committee deems it advisable to embody in its report a brief summary of the evidence submitted with regard to the appointment of these classes:—

##### (a) Manual labourers.

There was fairly general agreement by all the witnesses that in the employment of manual labourers it was unnecessary and inadvisable for the Civil Service Commission to intervene. It was pointed out that manual labourers are required in small or large numbers and usually for a limited time all over Canada; they are engaged upon special work, requiring no technical knowledge, much of their employment is of an emergency nature and such labourers are usually employed locally. It was generally agreed that responsible officers in charge of Government work requiring the employment of manual labour could more quickly and more advantageously employ such labour than could the Commission sitting at Ottawa.

(b) Postmasters, whose remuneration consists in whole or in part of a percentage of the receipt of the office.

The task of drawing a dividing line between classes of postmasters, the Committee found most difficult. It is obvious that some postmasters, although paid on a percentage basis, are by virtue of their responsibilities, the size of the office, the



size of the town in which the office is located, more nearly on par with permanent members of the Civil Service than are postmasters in smaller town and country localities. The evidence given went to show that the method now followed by the Commission is as follows:—

A vacancy occurs in a small town or rural post office and the Post Office Inspector proceeds to secure a proper person to discharge the duties of postmaster in the larger and more important offices in the lesser category, the post office inspector proceeds to the locality, investigates the situation, consults with the principal inhabitants, comes to a decision and makes a recommendation to his chief, which recommendation is, in due course, brought before the Civil Service Commission, which invariably act upon the recommendation. In the case of small rural offices, post office inspectors usually base their recommendations to the Commission upon information gathered through correspondence with residents of the locality.

Members of the Civil Service Commission agreed that their intervention in the great majority of these appointments is largely perfunctory and admitted that these appointments were practically in the hands of the department concerned.

(c) Professional, scientific and technical officers, employed for the performance of duties as such:

The problem involved in this clause is most difficult of solution. The principal difficulty lies in determining precisely what scientific and technical officers might be.

In dealing with professional personnel, it is obvious that no form of examination by itself alone can disclose the fitness of the applicant for a professional position. The Deputy Minister of Justice made that point very clear when he stated that in securing professional assistants for himself, his position was not unlike the position of a lawyer who is the head of his firm and is about to take a new partner into the business.

In the quarantine service in the selection of medical men, the same idea was put forward, and when your Committee came to discuss specialists in science and agriculture, they were more than ever impressed with the importance of bringing into the service men who had other qualities than those that can usually be determined by competitive examination.

It was also pointed out that professional men in good standing who were successful in their profession were in many instances loath to submit themselves to competitive examinations fearing that if they were unsuccessful a certain odium would thereby be reflected upon them. On the whole the evidence disclosed the fact that in numerous cases when professional, scientific and technical officers or special qualifications had to be secured the practice has grown up of permitting the Deputy Heads of Departments to induce competent persons with the necessary qualifications professional and otherwise, to forward applications to the Commission and in the great majority of cases, if not all, where this occurred the department either by direct recommendation or through representatives on the board appointed to consider applications, succeeded in securing the appointment of the persons thus selected. While not objecting to the practice that has thus grown up as regards certain professional, scientific and technical appointments, your Committee deem it their duty to point out that the method of making these appointments is scarcely fair to innocent applicants who are not familiar with the practice followed. It would appear, therefore, that in the case of all such special appointments where peculiar qualifications are essential the Commission should adopt some more direct method of dealing with them. The facts and necessities of the situation and especially the needs of the public service should be squarely faced and there should be an end to any pretence in the matter.

The Commission agreed that there were a number of classes which might with propriety be removed, if not altogether from the operation of the Act at least from the primary intervention of the Commission. What these classes were the Commission

were unable to say. They took the view that before coming to a conclusion in the matter they must have time to study what the effect would be not only upon the classes which might be removed but upon all those classes which remain. Considering Bill No. 122 in all its phases, your Committee are agreed that the removal of any classes by Statute at the present time involves a question of great complexity and the results of such action cannot at the moment be clearly foreseen.

#### CONCLUSION

Under the law as it now stands the Commission are empowered to exempt from its jurisdiction certain classes of employees when in the opinion of the Commission it is not practicable to apply the provisions of the Civil Service Act. Under this provision the Commission has already exempted certain classes of employees and your Committee are of the view that in cases where this has been done the public service has not suffered.

As previously pointed out the Commission were agreed that certain classes might be removed from the operation of the Act and when asked why these positions had not been removed in the same manner and to the same extent as were the position in the Soldiers' Settlement Board and the Department of Soldiers' Civil Re-establishment, the Commission replied, first, that the cases were not parallel and that the Commission was not prepared to admit that their continued intervention was impracticable. On the other hand, they were quite sure that it was practicable for them to function with respect to all classes. It then was discovered that a distinction was drawn in the interpretation of the Act between what was practicable or possible on the one hand and what was in the public interest on the other.

From the evidence submitted your Committee have been forced to the conclusion that it is desirable in the public interest that the Commission in consultation with the Deputy Heads of Departments should undertake a careful review of the entire service with a view to determining what further classes of employees should be exempted in whole or in part from the jurisdiction of the Commission and the provisions of the Civil Service Act.

Your Committee submit, considering the problem from all angles, that it would be unwise at present to attempt to name or define those classes by statute. While a mass of evidence was adduced in an endeavour to reach certain principles that might be a guide in determining exemptions your Committee finally reached the conclusion that the problem was so complex and involved so many considerations that the wisest course to pursue was to suggest certain amendments to the existing law that would leave no doubt as to the powers of the Commission in this regard and that the Commission itself before another session of Parliament should deal with the situation. At the same time your Committee feels called upon to state that in its judgment the present law should be so amended as to give the Commission itself greater freedom of action in determining the methods or plans to be adopted by it in making appointments or promotions, the prime consideration in all cases being the prompt and efficient administration of public business rather than the rigid and slavish interpretation of the law to protect persons already in the service or those desirous of entering the same. In working out this problem your Committee agree there should be the fullest and most cordial co-operation between the Commission and the Deputy Heads of Departments with a view to the further improvement of the service in the general public interest.

After hearing all the evidence and noting the demeanour of all the witnesses, your committee are impressed with the fact that there is a genuine desire on the part of Deputy Heads of Departments to adhere to the idea of a Civil Service Commission, and to work out the details of the same in a practical way, having regard for the efficiency of the Service and economy in expenditure.

There was in the opinion of your Committee the same desire and intention on the part of the members of the Civil Service Commission and, as has been set out, your

Committee believe that if time is given and the same measure of co-operation and mutual support is shown in the settlement of these difficulties as was evinced by the witnesses who appeared before the Committee, it would then only be a matter of time till the difficulties above mentioned might be satisfactorily adjusted.

In view of all the facts disclosed, and the opinions and conclusions above set forth, your Committee has agreed to report the Bill No. 122 an Act to amend the Civil Service Act, 1918, with the amendments indicated therein.

Your Committee feel, should Parliament adopt the proposed amendments that between now and the next session substantial progress can be made by the Commission in arriving at sound conclusions as to what classes of appointments and promotions might properly be removed in whole or in part from the operation of the Civil Service Act, it being understood that in all such cases the Commission retains the power, as provided in the Act, to make such regulations as are deemed advisable, prescribing how such appointments or promotions are to be dealt with. This, in the opinion of your Committee, would ensure an orderly and methodical procedure whereby the advanced measure of Civil Service reform adopted by Parliament some two years ago may from time to time be modified and adjusted to meet the actual needs of the service without in any way impairing the chief objects Parliament had in view in enacting the Civil Service Act.

All of which is respectfully submitted.

E. K. SPINNEY,  
*Chairman.*

## APPENDIX TO REPORT

### CIVIL SERVICE COMMISSION OF CANADA

#### STATEMENT CALLED FOR BY SPECIAL COMMITTEE ON BILL 122

No. 2.—Total Staff and Total Salaries for each of the Last Four Years, together with Estimates for 1921-22

Year		Salary	Staff
1917-18	Permanent.. . . . .	\$ 29,910 26	15
	Temporary.. . . . .	907 70	9
1918-19	Permanent.. . . . .	41,983 84	25
	Temporary.. . . . .	20,296 73	36
1919-20	Permanent.. . . . .	60,404 21	42
	Temporary.. . . . .	47,773 32	103
1920-21	Permanent.. . . . .	102,148 50	64
	Temporary.. . . . .	104,243 43	171
1921-22	Permanent.. . . . .	192,490 00	150
	Temporary.. . . . .		



## SPECIAL COMMITTEE

No. 3.—Total Other Expenditures for each of Last Four Years classified  
as far as possible

1917-1918		
Examiners.. . . .	\$5,575 95	
Rent of examination halls.. . . .	652 55	
Travelling expenses.. . . .	319 25	
Printing and stationery.. . . .	5,473 69	
Cartage and express.. . . .	269 93	
Telegrams and telephones.. . . .	105 55	
Incidentals.. . . .	248 17	
		\$12,645 09
1918-1919		
Examiners.. . . .	\$11,312 23	
Rent of examination halls.. . . .	1,481 09	
Travelling expenses.. . . .	1,108 43	
Printing and stationery.. . . .	22,912 67	
Cartage and express.. . . .	566 41	
Telegrams and telephones.. . . .	797 59	
Incidentals.. . . .	412 97	
		38,591 39
Printing Bureau Investigation—		
A. L. Lewis.. . . .	\$460 35	
E. F. Slack.. . . .	300 00	
Eugene Tarte.. . . .	232 50	
E. J. Call.. . . .	725 70	
C. L. Jones.. . . .	930 00	
		2,648 55
Arthur Young & Co., fee bills, August, 1918, to March, 1919	\$34,595 76	
Clerical assistance and rent of typewriters.. . . .	7,785 14	
		42,380 90
		\$83,620 84
1919-20		
Examiners.. . . .	\$15,683 64	
Rent of examination halls.. . . .	1,680 43	
Travelling expenses.. . . .	656 00	
Printing and stationery.. . . .	33,790 26	
Cartage and express.. . . .	953 87	
Telegrams and telephone.. . . .	1,572 32	
Incidentals.. . . .	377 12	
		\$54,713 64
Arthur Young & Co.—		
Fee bills.. . . .	\$95,270 40	
Salaries of staff.. . . .	17,515 86	
Travelling expenses.. . . .	36 41	
		112,822 67
		167,536 31
1920-21		
Examiners and rent of examina- tion halls.. . . .	\$18,586 30	
Travelling expenses.. . . .	3,042 12	
Printing and stationery.. . . .	42,428 57	
Cartage and express.. . . .	773 75	
Telegrams and telephones.. . . .	3,907 43	
Incidentals.. . . .	263 47	
		\$68,001 64
Arthur Young & Co.—		
Fee bills.. . . .	28,452 33	
		96,453 97

## DEPARTMENT OF AGRICULTURE

COMPLETE LIST OF ALL APPOINTMENTS, 1920-21, SHOWING DATE OF APPLICATION,  
DATE OF APPOINTMENT AND AVERAGE LENGTH OF TIME TO HAVE  
APPOINTMENTS MADE

Name	Position	Date of Application	Date of Appointment
Galland, M. M.	Jr. Clk. Stenographer	23 Feb., 20	8 Apr., 20
Mackey, T. C.	Stock Car Inspector	27 Oct., 20	25 Feb., 20
Gogina, J. H.	Clerk	22 Jan., 20	4 Feb., 21
Carmody, K. R.	Jr. Clerk	24 Dec., 20	6 Jan., 21
Lister, L. L.	Acct. Clerk	2 Oct., 20	4 Nov., 20
Williams, F.	Stock Car Inspector	27 Oct., 20	8 Mar., 21
Johnstone, C. F. W.	Sr. Clerk	19 Oct., 20	26 Oct., 20
Barnes, L. H.	Jr. Clk. Stenographer	30 Sept. 20	11 Oct., 20
Robertson, D. M.	Vet. Inspector	10 Feb., 20	7 Oct., 20
Flewellyn, E. N.	Jr. Clk. Stenographer	26 Aug., 20	5 Oct., 20
Seafe, D. C.	Sr. Account Clerk	28 Dec., 20	10 Mar., 21
Crossley, P. F.	Stock Car Inspector	27 Oct., 20	24 Jan., 21
Smith, C. E.	Stock Car Inspector	27 Oct., 20	24 Jan., 21
Richardson, A. M.	Jr. Clk. Stenographer	13 Sept., 20	21 Sept., 20
Bastien, L. F.	Sr. Clerk	2 June, 20	18 June, 20
Whalley, M. E.	Female Jr. Zoologist	2 June, 20	20 Oct., 20
Dixon, M. M.	Female Jr. Zoologist	2 June, 20	20 Oct., 20
Hogan, J.	Stock Car Inspector	27 Oct., 20	14 Mar., 21
MacEachern, T. R.	Clerk	6 Aug., 20	19 Aug., 20
Gilding, G. H. H.	Stock Car Inspector	27 Oct., 20	28 Dec., 20
McVey, T. P.	Stock Car Inspector	27 Oct., 20	28 Dec., 20
Nesbitt, B.	Jr. Clk. Stenographer	29 Apr., 20	12 May, 20
McGovern, F.	Sr. Clerk	22 May, 20	9 July, 20
Wawanolette, V. T.	Statistical Clerk	24 June, 20	15 July, 20
Bodnar, T.	Dist. Live Stock Promoter	15 Apr., 20	24 Jan., 21
St. Marie, J. R.	Dist. Live Stock Promoter	9 June, 20	11 Oct., 20
Mortimer, R. R.	Seed and Feed Inspector	20 Dec., 20	11 Mar., 21
Hooning, H. B.	Seed and Feed Inspector	20 Dec., 20	11 Mar., 21
Clarke, G. G.	Seed and Feed Inspector	20 Dec., 20	11 Mar., 21
Kelly, H. A.	Clerk	30 Nov., 20	8 Dec., 20
Ford, C. W.	Jr. Clk. Stenographer	11 Oct., 20	25 Oct., 20
Bissell, L. A.	File Clerk	22 Sept., 20	25 Sept., 20
McCulloch, A. C.	Dist. Poultry Promoter	5 Mar., 20	14 July, 20
Curtiss, N.	Jr. Stockyard Agent	6 Apr., 20	20 Oct., 20
Tallis, W. H.	Jr. Stockyard Agent	30 Aug., 20	13 Mar., 21
McKenzie, D. A.	Stockyard Agent, Gr. 2	15 Apr., 20	14 Oct., 20
Higgins, J. R.	Promoter of Egg Production	19 Feb., 20	7 Aug., 20
Gordon, E. G.	Stockyard Agent, Gr. 2	26 Mar., 20	24 July, 20
McDonald, A. N.	Dist. Sheep Promoter	30 Mar., 20	3 July, 20
Nesbitt, H. W.	Promoter of Egg Production	19 June, 20	24 June, 20
Tallman, F. L.	Sr. Stock Car Inspector	27 Oct., 20	15 Feb., 21
Vannice, E.	Asst. to Supt. Exper. Farm	6 Oct., 20	25 Feb., 21
Lake, W. E.	Asst. to Supt. Exper. Farm	3 July, 20	16 Feb., 21
Bridd, H. F. J.	Jr. Stockyard Agent	14 Sept., 20	18 Nov., 20
deLong, G. R.	Asst. to Supt. Exper. Farm	8 Sept., 20	12 Jan., 21
Mann, A. J.	Asst. to Supt. Exper. Farm	6 Sept., 19	14 Oct., 20
Challis, E. R.	Poultryman	30 Aug., 20	25 Oct., 20
Retson, G.	Head Herdman	16 Aug., 20	16 Nov., 20
Tucker, J.	Plant Disease Investigator	1 Apr., 20	21 June, 20
Bailey, F. H.	Poultryman	30 Aug., 20	25 Oct., 20
Mahaffy, S.	Gardener	16 Aug., 20	14 Dec., 20
MacCurry, J. B.	Plant Pathologist	1 Apr., 20	20 Oct., 20
Hamilton, S. N.	Associate Chemist	4 Dec., 20	24 Feb., 21
Hedley, B.	Associate Chemist	4 Dec., 20	24 Feb., 21
Stevenson, C. N.	Clk. Stenographer	15 Sept., 20	27 Sept., 20
Taylor, A. G.	Poultry Husbandman	15 Sept., 19	22 Apr., 20
Kinsman, F. B.	Supervisor, Illus. Stations	20 Feb., 20	21 Apr., 20
Myre, Y.	Jr. Clk. Stenographer	1 Mar., 20	12 Apr., 20
Lachance, B.	Clk. Stenographer	1 Sept., 20	11 Nov., 20
Nankinson, L. D.	Seed and Feed Inspector	20 Dec., 20	11 Mar., 21
Hopkins, N. S.	Dom. Field Husbandman	9 Dec., 19	26 June, 20
Visey, T. M.	Clerk	5 July, 20	15 July, 20
Raynauld, L.	Asst. to Supt. Exper. Farm	23 Mar., 20	5 July, 20
Hay, A. L.	Asst. to Supt. Exper. Farm	27 Oct., 19	1 Apr., 20
McCallum, A. W.	Plant Pathologist	9 Apr., 20	14 July, 20
McLeod, H. S.	Plant Disease Investigator	1 Apr., 20	21 June, 20
Macpherson, A.	Seed and Feed Inspector	20 Dec., 20	11 Mar., 21

DEPARTMENT OF AGRICULTURE—*Concluded.*COMPLETE LIST OF ALL APPOINTMENTS, 1920-21—*Concluded.*

Name	Position	Date of Application	Date of Appointment
Lambert, L. P.	Seed and Feed Inspector	20 Dec., 20	11 Mar., 21
Poisson, E.	"	20 Dec., 20	11 Mar., 21
Bois, H. J.	"	20 Dec., 20	11 Mar., 21
Ferland, J. J. B.	"	20 Dec., 20	11 Mar., 21
Taylor, T. H.	"	20 Dec., 20	11 Mar., 21
Tapp, C. T.	"	20 Dec., 20	11 Mar., 21
Sibbitt, R. H.	"	20 Dec., 20	11 Mar., 21
Heise, A. C.	"	20 Dec., 20	11 Mar., 21
Purchase, A. R.	"	20 Dec., 20	11 Mar., 21
Elliott, G. A.	"	20 Dec., 20	11 Mar., 21
Todd, R. H. D.	"	20 Dec., 20	11 Mar., 21
Hope, A.	Sr. Seed Analyst	29 Sept., 20	11 Feb., 21
O'Brien, F.	Seed Analyst	2 Dec., 20	3 Mar., 21
Black, L. W.	Seed and Feed Inspector	20 Dec., 20	10 Mar., 21
McNab, M.	Seed Analyst	2 Dec., 20	17 Jan., 21
Young, H.	Seed and Feed Inspector	20 Dec., 20	10 Mar., 21
Stewart, G. McL.	Dist. Seed Inspector	31 July, 19	15 Apr., 20
White, W. R. H.	Asst. to Chief, Feed Div.	26 Aug., 20	8 Jan., 21
Blakeman, J. E.	Dist. Seed and Feed Inspector	15 Dec., 20	29 Mar., 21
Melsted, G. C.	Seed Analyst	28 May, 20	4 June, 20
Clarks, J.	Seed Analyst	28 May, 20	4 June, 20
Edward, R. H.	Seed Analyst	28 May, 20	4 June, 20
Sinclair, H. C.	Seed Analyst	28 May, 20	4 June, 20
Wilson, E. P.	Seed Analyst	28 May, 20	4 June, 20
Wright, W. H.	Supervising Seed Analyst	3 July, 20	9 Oct., 20
Foulds, F.	Supervising Seed Analyst	25 Aug., 20	9 Oct., 20
Clare, A.	Account Clerk	3 Sept., 20	24 Sept., 20
Bardal, D.	Seed Analyst	31 Aug., 20	
Bourgault, B.	Seed and Feed Inspector	20 Dec., 20	11 Mar., 21
Ramage, G. B.	Seed Analyst	2 Dec., 20	9 Mar., 21
Johnstone, L.	Seed and Feed Inspector	20 Dec., 20	28 Feb., 21
Denis, J. O.	Inspector Dairy Products	19 Apr., 20	1 Nov., 20
Lappierre, J.	Messenger Clerk	27 Aug., 20	17 Sept., 20
Tubman, L. C.	Inspector Dairy Products	18 June, 20	14 July, 20
Coleman, N. W.	Dairy Produce Grader	10 May, 20	9 July, 20
Moore, A. G.	Dairy Promoter	18 Mar., 20	4 June, 20
Kidd, R. N.	Dairy Market Reporter	6 Mar., 20	9 July, 20
Brown, W. R.	Cold Storage Inspector	28 June, 20	20 Dec., 20
Durling, V. B.	Jr. Entomologist	21 Jan., 20	30 Apr., 20
Crawford, H. G. M.	Entomologist	19 Feb., 20	30 Apr., 20
Craighead, F. C.	Entomologist	2 Sept., 20	3 Dec., 20
Gorham, R. P.	Asst. Entomologist	26 Mar., 20	23 Mar., 21
Whyte, B. McK.	Fruit Inspector	18 Mar., 20	1 Nov., 20
Blackburn, J.	File Clerk	16 Dec., 20	14 Mar., 21
Saunders, A. J. H.	Jr. Clerk	24 June, 20	26 June, 20
Hawley, T. E.	Jr. Clerk	27 July, 20	12 Aug., 20
Eagleson, M. M. E.	Jr. Clerk	1 Sept., 20	4 Oct., 20
Ebbs, M. R.	Jr. Clk. Stenographer	28 June, 20	14 Oct., 20
McHugh, F. C. J.	Office Appliance Operator	26 Mar., 20	9 Apr., 20
Traill, G. A.	Jr. File Clerk	9 Apr., 20	13 Apr., 20

Average length of time to have above appointments made:—91½ days.

This statement includes only permanent appointments and does not include the permanent appointment of those already temporarily employed, unless such appointment was the result of a special competition.



## DEPARTMENT OF AGRICULTURE

Statement giving examples of unusual delays in making appointments and the effect, if any, in each case on the administration of public business.

As will be seen from the reply to Question 1, the average length of time to make permanent appointments in this department since the coming into operation of the present Civil Service Act has been 91½ days. While, in spite of these delays, no serious consequences have occurred so far, this has only been owing to the fact that the department has, in most cases, been able to arrange for a temporary transfer of some other officer to take over the duties involved until the appointment was put through. Some examples of outstanding cases are given below: —

(a) Eight Stock Car Inspectors were applied for October 27, 1920. The first appointment was made December 28, 1920, the bulk of the remainder in February, 1921, while the last of these positions was not filled until March 6, 1921. These officers are responsible for the proper disinfection of cattle cars, and a diminution of staff or delay in making appointments might easily result in the carrying of infection and in spreading of some serious disease.

(b) The work at the stockyards in the country has been seriously interfered with by delay in making appointments of officers to take charge. At Toronto, one of the most important stockyards in the Dominion, it took four months to get an appointment made and in the case of Prince Albert, six months. The position at Calgary had to be filled by the transfer of an officer from Edmonton, as the candidate appointed by the Commission had not the necessary qualifications for the position.

(c) Equal delay has been experienced in finding suitable candidates and making necessary appointments as Assistants to Superintendents at branch Experimental Farms, the length of time varying from four to thirteen months. There is no doubt that the work on a number of the branch Experimental Farms has suffered seriously during the past year or so from the above cause.

(d) Requisitions were made on December 20, 1920, for fifteen Seed Inspectors, but appointments were not received until March 11, 1921.

(e) It was not until four months after the application had been sent in that the Commission could fill a position as Supervising Seed Analyst to take charge of the Seed Laboratory at Calgary.









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**GretagMacbeth™ ColorChecker Color Rendition Chart**

